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ABSTRACT

This report on Portuguese adult education is focused on the principles and practices adopted by the Directorate-General, due to adult education's present embryonic state. Basic statistics and a brief introduction appear first. Part I, The System of Adult Education, is presented as a succession of initiatives and takes practically the entire length of the work. The historical development of adult education describes the novelty of adult education, which has only attained a degree of autonomy in the late 1970s. The stages of the development of adult education after 1974 are then discussed, including (1) the basic determinants of the comprehensive system of adult education; (2) the function, objectives, and principles of comprehensive adult education; (3) policymaking, planning, management, and organization of adult education; and (4) plans for further developments. Adult education activities being developed by other public organizations are also described. Part I also addresses three other sectors or subsystems of adult education. One subsystem includes formal (school) adult education activities that provide opportunities for adults to obtain official educational diplomas at the secondary and university levels. These other subsystems are also considered: qualification-oriented or adult vocational education and training and community-based education. Parts II and III briefly address personnel in adult education and theory and research on adult education. (YLB)

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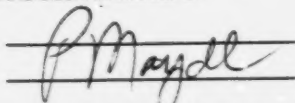
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Adult Education in Portugal

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ADULT EDUCATION IN PORTUGAL

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PRELIMINARY REMARKS

Whatever the country concerned, the writing of a comprehensive report on adult education is invariably a puzzling task. Adult education, as we all know, is a multifarious creature capable of eluding the most scientific taxonomy, by taking innumerable and diversified forms. And, if it is nearly impossible to draw a clear borderline around the realm of adult education, it is beyond human capacity to produce a complete picture of adult education as it exists in a given society. Such a task would, indeed, coerce the author to contact every fellow-citizen in order to find out the specific ways in which he or she had acquired and transmitted information and knowledge. In case of Portugal, the undertaking presents further difficulties, given the extreme youth of adult education in this country. Obviously, the old régime - which became known as the longest dictatorship in Europe - could only repress educational initiatives capable of "producing adults", that is, citizens instead of subjects. The "adult" in adult education is not just someone who has reached a given age, but rather a developed and developing person, fully aware of his political and economic rights and duties and constantly motivated to better understand the physical and social environments in order to transform them. In spite of the repressive political system, such adults existed in Portugal, and thanks to them a new country was born on April 25, 1974. That date was also a historical milestone as regards Portuguese adult education: through the process of individual and collective liberation, an oppressed population turned overnight into a nation of adults. It was only natural that they adopted adult education as an essential instrument for the continuation of their own personal development and for the progress of their society.

The ECLE's scheme for the description of adult education in individual countries, which was last revised in September 1977, proved to be much too complete and systematic to be easily applied to the Portuguese adult education in its present, embryonic stages. No other description but one made on a chronological or institutional basis can, for the time being, be attempted. For this reason, the whole of the present report is focused on the principles and practices adopted by the Directorate-General for Adult Education, and Part I, The System of Adult Education, presented as a succession of initiatives, practically takes the entire length of the work.

There is great expectation today as regards the creation, in the near future, of the National Institute for Adult Education in Portugal. Let my final words express the wish that the second, improved version of the present report be the result of that Institute's work. When this happens, we will have the proof that adult education has finally reached in Portugal the age of maturity when, without losing the enthusiasm and the creativity of its early days, it has nevertheless attained the security and the self-confidence of its European counterparts.

Paris,
June 1983
A Melo

BASIC STATISTICS OF PORTUGAL

The Land

Area	92,100 square kilometres
Major cities	Lisbon, Porto, Setubal, Coimbra

The People

Population /1981/	9,496,000
Number of inhabitants per square kilometre	105
Resident population of Lisbon	ca 1,000,000
Population growth rate /1975-1980/	0.8% per annum
Births per 1,000 inhabitants /1979/	16.3
Deaths per 1,000 inhabitants /1979/	9.4
Civilian labour force /1981/	4,269,000
Civilian employment /1981/	3,943,000
primary sector	27.3% /in 1960 43.6%/
secondary sector	36.8% /in 1960 35.7%/
tertiary sector	35.9% /in 1960 20.7%/

Production /1980/

Gross Domestic Product /GDP/	24.080 million of US \$
GDP per capita	2,428 US \$
GDP per capita real growth rate /% per annum, 1969-1979/	5.5
GDP at factor cost by origin	
primary sector	12.7%
secondary sector	46.1%
/of which, manufacturing/	37.0%
tertiary sector	41.2%

Foreign Trade /1980/

Exports of goods and services in % of GDP	28.1
Main exports /in % of total exports/	
Food, beverages and tobacco	11.2
Basic and semi-finished materials	16.7
Manufactured goods	70.9
Imports of goods and services in % of GDP	42.4
Main imports /in % of total imports/	
Food, beverages and tobacco	11.9
Basic and semi-finished materials	33.9
Manufactured goods	54.1

The Currency

Monetary unit Escudo

Exchange rate to US \$ /average of daily figures/

Year 1980	53.0
Year 1981	61.5
August 1982	85.4
May 1983	99.0

Indicators of living standards

Private consumption per capita /1980/ 1790 US \$

Passenger cars /1978/	118 per 1,000 inhabitants
Telephones /1979/	132 per 1,000 inhabitants
TV sets /1979/	122 per 1,000 inhabitants
Radio sets /1979/	160 per 1,000 inhabitants

Infant mortality /1979/	26.0 /deaths in first year per 1,000 live births/
-------------------------	--

Expectation of life at birth /1979/ 71 years

Calories per capita per day /average 1969-1971/	2,900
--	-------

Protein per capita per day /1974/ 85 g

Ill-housed families /1970/	29.4%
Substandard dwellings /1970/	61.5%
Average No of persons per room /1971/	1.1
Accessibility	0.36 km of roads/km ² area

Membership of trade unions /1976/	39.5%
Voting in 1976 elections	83.5%

Doctors /1977/	1.5 per 1,000 inhabitants
Scientists and engineers in R&D /1978/	210 per million inhabitants
Technicians in R&D /1978/	213 per million inhabitants
Expenditure on R&D /1978/	0.3% of GNP

Indicators of educational standards

Estimated illiteracy rate
/age 15 and over, 1980/

Males	13.9%
Females	24.9%
Total	19.9%

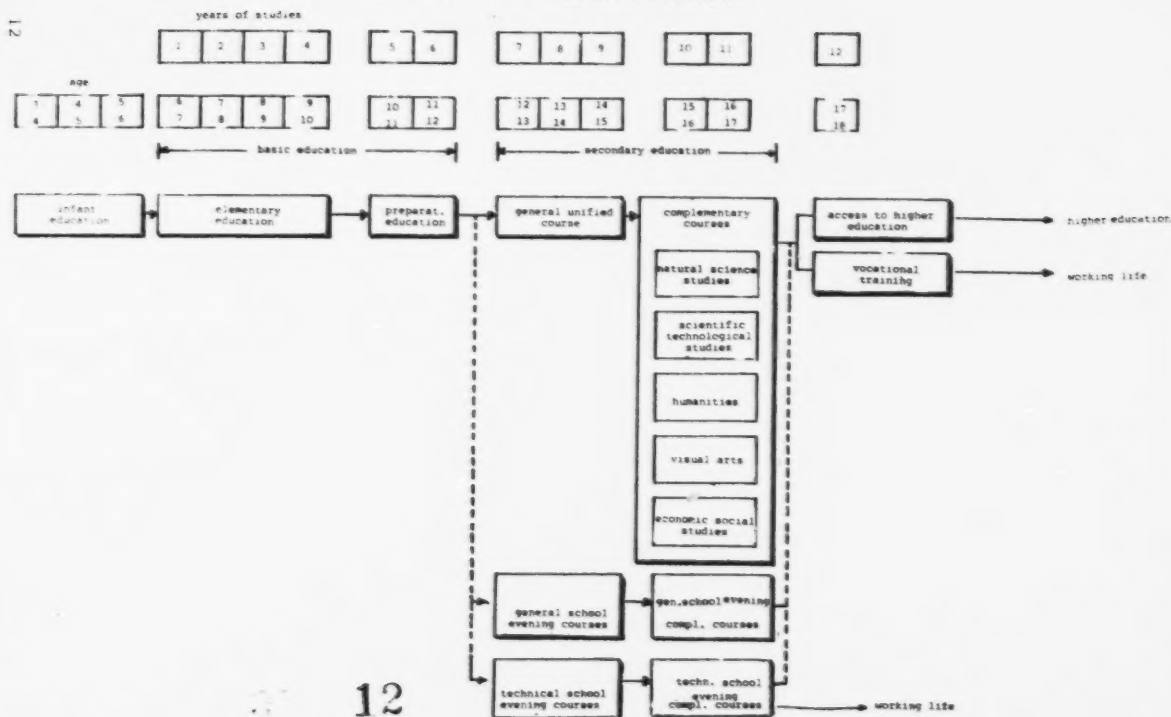
Public expenditure on education
/1977, Ministry of Education, only/

Total in national currency /in thousands/	24,435,940
Total in % of GNP	3.7%

Levels of educational attainment /1970 Census/

	Absolute figures	% of those over age 10
unable to read	1,795,210	25.8
able to read though not having attended school	381,590	5.5
with primary education	3,983,085	57.1
with secondary education	654,650	9.4
with intermediate education	12,865	0.1
with higher education	125,130	1.8

THE EDUCATIONAL SYSTEM IN PORTUGAL



Levels of school attendance /1977/

	preceding first level	at first level	at second level	at third level
duration /years/	2-3	6	5	5-8
official age range /years/	under 6	6-11	12-16	over 17
enrolments	64,739	1,220,123	499,557	92,149
teaching staff	3,243	63,808	21,847	10,503
pupils repeaters	---	19%	20%	n a

Indicators of cultural standards

Libraries /1978/

total number	1,193
number of books	15,249,000
number of readers	4,238,000

Museums /1978/

total number	125
number of visitors	2,605,000

Entertainment /1978/

number of specialized buildings	490
number of cinema spectators	34,038,000
number of spectators of theatre and other cultural shows	1,518,000

Circulation of daily newspapers 50 per 1,000 inhabitants

Publishers and booksellers /1978/ 1,219

Number of publications /in millions/

1970 - 10; 1974 - 22.5; 1975 - 30; 1978 - 36

Subjects of publications

- 1st - Social Sciences
- 2nd - Fiction
- 3rd - Science
- 4th - Fine Arts

Number of first editions published /1978/ 5,165

Films produced in Portugal /1978/	53
Imported films /1978/	802
Number of registered associations /1978/	3,254
of which: sports	1,376
culture	782
leisure	915
total number of associates	1,602,368

THE 18 DISTRICTS OF CONTINENTAL PORTUGAL

/excluding Madeira and Azore./



BRIEF INTRODUCTION

About ten years ago, on April 25, 1974, a bloodless revolution masterminded by the armed forces overthrew the half-century old Portuguese dictatorship and, after a surprisingly short transitional period of military rule, opened the way to a democratic régime. The colonial wars in Africa, which exploded during the early 60s, proved to be the last straw in a long and painful succession of ordeals imposed by the repressive and reactionary clique of Salazar upon the Portuguese nation. It was quite natural that, soon after the liberation of Portugal, the old colonies regained their independence /Guinea-Bissau, Cap Verde, Angola, Mozambique, .../. History offers few examples of countries which had to undergo so many and so deeply traumatic events in such a short time. However, against all the odds and in the midst of an international crisis of vast proportions, Portugal has managed to trudge out of all the political, economic and social storms and even managed gradually to reinforce its democratic structures and practices.

Portugal is a small country: an area of 92,000 square kilometres /including the Madeira islands and the Azores archipelago/ for a population of just under 10 million. Demographic growth, still one of the highest in Europe, has remained stationary in recent years, but some 700,000 settlers fleeing the ex-colonies had to be reintegrated in the Portuguese society during 1975 and 1976. Since the early 60s, a massive wave of emigration has uprooted about one million people, who now reside in the European industrialized countries, as well as in Venezuela, South Africa, Canada and Australia. /Older generations of emigrants had chosen Brazil and the United States as their destination./

The resident population is irregularly distributed, its density is much higher in the North than in the South,

and in the coastal regions rather than in the inland areas. Just before 1970, urbanization started to gather momentum and has since been developing at an ever-increasing pace, mainly towards the two big cities of Lisbon and Porto. In spite of this major rural exodus to the urban centres of Portugal and of the more industrialized European nations, the percentage of population still remaining in the countryside is relatively high.

Economic statistics reveal that Portugal is one of the poorest western countries, though such data tell nothing about its undeniably rich artistic heritage, a high quality of life or the originality of the local cultures. Portugal has been an independent country since 1143 and its present borders have existed since 1297. A common language and abundance of surviving historical monuments give the country a very strong feeling of national identity and continuity, and the latter also remind the visitors of the great influence that Portugal had on the European society between the 15th and 17th centuries.

From a political viewpoint, the two main objectives at present appear to be, ensuring a greater stability and higher efficiency of the central administration and encouraging the people to large participation in the democratic way of life, which involves a definite reinforcement of regional and local power structures. The political instability which has persisted since 1974 is, indeed, the reflection of the existence of new, immature political parties, which often lack statesmanship, push forwards their immediate, partisan interests to the detriment of wider societal needs. Governments have been too short-lived, and ministers and top administrators scarcely had time to carry out coherent policies. In less than ten years, more than a dozen governments have been in office, each having just time enough to criticize and undo what the previous had done, but not to prepare, implement and evaluate its own sound, lasting solutions to the deep-rooted problems of the Portuguese society.

Portuguese economy is today in a situation of a relative disarray: at the end of 1981, the deficit of the balance of payments stood at 2.7 billion US \$ while, during 1982, consumption rose by 25%. Domestic natural resources are scarce and Portugal has to import more than half its overall consumption and 3/4 of its cereal requirement. The funds transferred to the mother-country by migrant workers are an indispensable contribution, and tourism has now become an important industry /7,277,000 tourists in 1981/. Foreign investments are still much lower than was expected when the country made its decisive democratic option. In 1984 or 1985, Portugal is to join the European Economic Community.

I. THE SYSTEM OF ADULT EDUCATION

1. THE COMPREHENSIVE SYSTEM OF ADULT EDUCATION

1.1 Historical Development of Adult Education

A preliminary point that needs to be made is that the notion of adult education as currently employed and put into practice in the Northern industrialized societies is a relative novelty in Portugal. Not until the late 70s, we can witness some definite attempts to recognize adult education as an homogeneous field for social action and systematic thinking, with its own rules, a particular history, a specific role in society and a legitimate need for specialized personnel. Until then, adult education had never attained a degree of autonomy, it was dispersed through a variety of local "recreative" initiatives, at one end of the spectrum, and evening courses attended by adult learners so strongly motivated as to support the entire costs /not only financial/ of an educational second-chance, at the other end.

Against this historical background, it is not surprising to find today, on the one hand, an ever-increasing individual and collective demand for adult education and, on the other, a strange combination of an associative movement - weak in resources but rich in tradition and inventiveness, a public administration - still trying to conquer an influential position within the numerous services of the Department of Education, but eager to recover the lost time, and research and educational institutions largely indifferent to all the potentialities and requirements of adult education.

One of the unhappy effects of this lack of conceptual identity can be seen in the facility with which adult

education becomes identified with literacy, or even - with political propaganda, as was the case during some traumatic periods of Portuguese contemporary history. The equation between adult education and literacy work, which still is today the dominant thinking among the educational establishment /teachers and administrators alike/, can certainly be explained by the high illiteracy rates detected in the Portuguese population.

Illiterates /over 7 years of age/

1890	75.9%
1900	74.5%
1911	70.3%
1920	66.2%
1930	61.8%
1940	49.0%
1950	40.4% /a/

In October 1952, it was estimated that out of 7,213,662 people over 7 years of age, 2,916,000 were illiterate, including about one million between 14 and 35 years of age. This was the time chosen by the authoritarian régime that ruled Portugal between 1926 and 1974 to launch a National Adult Education Campaign, whose aims somewhat contradicted the opinions previously voiced by leading supporters of the one-party dictatorship. In 1932, a governmental newspaper held that "to teach the Portuguese people to read and write, so that they will absorb the corrosive doctrines of unscrupulous pamphleteers, the stinking humour vomited up from the black guts of a nobody or the criminal lies of political rags, cannot be tolerated", and concluded: "in view of the very poor education and the kind of things they are likely to be taught, the people of Portugal already know too much...". And, six years later, a member of the National

/a/ *Educação de Adultos em Portugal, no passado e no presente*, Barrilero Ruas, in *Educação de Adultos*, University of Minho, Braga, 1978 /pp 269-300/

Assembly spoke in the same vein: "Distorting the mind of the learner is the most terrible calamity; it is better to leave him in ignorance than to twist his mind... If we hand over these 1,600,000 illiterates to any stray teacher they might turn into enemies of society". The about-turn of the early 50s is mainly explained by the need of new labour force essentially of rural origin, for Portugal's new factories, and by the régime's timid approaches to western democracies, the recent winners of World War II, after many years of autocratic isolation.

However, the change of mind took place with many precautions. The whole set-up was highly structured and centralized; directed by several commissions, each with various sub-sections. For instance, the Commission for Moral Education and Civics included, apart from representatives of the Episcopate and numerous state-run institutions, nominees of the departments in charge of the armed forces, the High Command of the National Guard, the Public Security Police and the Portuguese Legion. It was also deeply imbued with scholastic values: the teachers were volunteers drawn from the ranks of primary and secondary school teachers and other teaching staff, or anyone giving "guarantees of teaching skill and moral and civic rectitude". Adult illiterates were not forced to attend, but the diplomas awarded at the end of the course - an equivalent to the primary education 4th grade - were a legal requisite for a/ employment in any governmental organization, b/ taking up any executive function at sport, recreative and cultural associations, c/ taking part in official sporting events, d/ admission to driving tests, e/ authorization to emigrate, ... The curricula were the same as for children's primary education and were also designed to instill notions of moral and civic education, "corporativism" /the dominant ideology of the régime/, social welfare, work safety, hygiene and health care, the rudiments of agriculture and cattle breeding, etc. The Church supported this campaign and declared that it had never regarded instruction as "an obstacle, but rather

as a precious aid to the Faith, provided that it is directed clear-sightedly".

In 1951/52, a total of 27,010 adults attended courses at primary education level; in 1952/53 and 1953/54, their number rose to 102,171 and 154,349, respectively. An important measure was that all companies employing at least twenty illiterates under the age of 35 were instructed to provide material facilities for adult courses. Another was extra payment to primary school staff members teaching in these courses, providing they could recruit a minimum number of adult learners. In 1952/53, there were 9,446 teachers involved in adult literacy courses, 16,997 in 1953/54 and 13,832 in 1954/55.

This campaign went on till 1956, and 150,000 primary education certificates were awarded to those who completed the adult literacy courses. However, due to the absence of permanent structures for an effectual adult education, there is reason to suppose that many of the new certificate-holders very soon lost their reading and writing skills. In fact, the campaign did not go very far in helping to solve the problem of illiteracy. Anything more could hardly be expected of a government whose lack of interest in the cultural advancement of the working people was correlated with its fear of endangering the existing régime. The illiteracy figures for 1960 bring this out sharply: out of an active population of 3,316,000, 1,037,700 /31.3% / could not read and 901,300 /27.2% / could read without ever having attended classes. The figures also indicate that, in 1960, 58.5% of the active population had never been enrolled in the school system.

Another effect of the adult literacy campaign of the early 50s was the creation of the Directorate-General for Lifelong Education, which was going to play a central role after 1974 in building up the present adult education system in Portugal.

It should also be mentioned that, throughout the half-century of the one-party régime, many cooperatives, associations and cultural movements were trying the impossible in an effort to foster socio-cultural life and popular education in rural and poorer urban areas. Since 1962, amongst others, the Graal, a progressive Catholic organization, has launched several important initiatives in the fields of literacy, community development, basic adult education, participative research, etc, that soon exhibited strong inspiration by Paulo Freire's practices in Brazil and Chile. Needless to say, all these activities were then always very closely watched and often harshly repressed.

April 25, 1974 was a historic day for Portugal. The momentous political changes brought about by the military "coup d'état", which put an end to 48 years of dictatorship, affected all aspects of the country's economic, social and cultural life. The dynamism and strength of the ensuing mobilization of the people at large engendered a host of new and often original initiatives in popular education, thus laying the foundation-stone of the adult education system now under construction in Portugal. However, before sketching the present developments in adult education, some aspects of the Portuguese society will now have to be described, in order to facilitate the understanding of what will follow.

1.2 The Basic Determinants of the Comprehensive System of Adult Education

The right-wing dictatorship that ruled Portugal between May 28, 1926 and April 25, 1974 is in itself an outstanding political determinant of the absence of any comprehensive adult education system in the country until recent times. Such a régime can only impose its power if it manages to create cohorts of docile followers. Universal education, unless entirely controlled by an omnipresent dominant

ideology, represents a high risk of disintegration to conservative, authoritarian régimes of this kind. Being hostile to any form of social change, and thus unable to create an ideology that would be accepted by a significant sector of the Portuguese society, the government of Salazar always opted for a policy of obscurantism against enlightenment, and when objective social and economic problems were far too pressing to be dodged, again it opted for a mere extension of children's education to an adult public instead of the establishment and development of a real system of adult education. However, if the will of a few was most influential as regards the educational policies, and the lack of them, for nearly five decades, the very existence of the dictatorial régime was the result of complex forces which have not yet been entirely altered, although many dramatic changes have no doubt taken place since 1974. The problem of adult education in Portugal can, in fact, be properly grasped only when placed in the economic, social, cultural and political context of the country; and to understand this context as it exists today we must turn back a few years, for the past has left deep and lasting scars.

At the beginning of the century, Portugal was a country in which certain capitalist modes of production, mostly based on small industrial units, quite unfit to face competition in international markets, co-existed with agricultural units - great estates /"latifundia"/ in areas of extensive cultivation and minute family farms still operating on mediaeval techniques. This lack of balance persists today and has produced two types of discrepancy: the first between the countryside and the two large urban centres, Lisbon and Porto, the historical legacies of 15th- and 16th-century shipping routes; and the second, between agriculture based on small farms and family units in the North, and cultivation on the very large estates in the South. In the same way, production structures differ in the town and in the country, in northern and southern farming regions. In the North, they are in the hands of many small landowners, are adapted

to local subsistence economy and unable to produce the necessary surplus to provide for the betterment of living conditions for the increasing population, not to mention the need of investment and modernization. This is in fact the area from where over a million Portuguese have emigrated during the last twenty years. The large estates of the South, however, have given rise to a peasant proletariat, and the logic of the capitalist system, although in its early stages, was reflected in the emergence of an army of militant, socially-conscious labourers held at the mercy of seasonal work.

In the large urban centres /essentially the Lisbon region with its industrial conurbations, and Porto/ we find the beginnings of a highly concentrated industrial structure which draws workers from rural areas and creates an uprooted proletariat .

Around 1950, Portugal had a per capita income of under 200 US \$ and a typical underdeveloped structure with half of the active population engaged in agriculture, a sector responsible for 30% of the national product, while the secondary and tertiary sectors were of approximately equal importance as regards the national product and employment. Total imports amounted to about 22% of the GNP, and exports to only 13% - cork, wolfram, wine, wood and tinned fish constituting about 70% of the total. As concerns the country's "human resources", the active population had on average received less than three years' education.

In the next two decades the Portuguese economy underwent the most far-reaching and rapid change in its history. By 1970, the per capita income rose to 900 US \$, only 1/3 of the labour force was employed in agriculture and over 60% of exports were manufactures. Whereas in 1953 industry contributed less to the national product than agriculture or services, the industrial product exceeded that of agriculture in 1955 and that of services in 1964. Portuguese economic growth was not the result of any inherent dynamism

stemming either from state intervention or from the development of private capitalism; it was induced by the growth of the more advanced European capitalist economies. /a/

The development model adopted at that time regarded the industrial sector as strategic for economic take-off, even at the cost of leaving behind the other sectors. The private sector was entrusted with the role of carrying out industrialization either for import substitution or for export. The state had the supplementary function of assisting by implementing infrastructure projects and by establishing a legal framework to guarantee markets; it provided tariff protection, industrial incentives and low costs. Wages were held at practically subsistence levels by the virtual annihilation of trade union power, the exploitation of the primary sector and the colonies ensured low prices for raw materials, and there were also financial concessions of various sorts.

This form of industrialization resulted in considerable fixed capital formation and the creation of a substantial number of jobs, but it did nothing to develop the agricultural sector, which remained in its traditional and archaic state. It was at that time that some reformist projects appeared, including the much debated "agrarian reform", promptly boycotted by pressure group organized to prevent any attempt at structural change. The deterioration of the agricultural sector was evidenced by lack of foodstuffs and raw materials, inability to purchase intermediate products or equipment in sufficient amounts, stationary wages and a mass exodus from the rural areas, together with vast concealed unemployment.

Twenty years of fast development based on the domination of industry over agriculture or, in other words, on the

/a/ Information and figures on the economic situation are taken from *Employment and Basic Needs in Portugal*, ILO, Geneva, 1979 /pp 183-184/

domination of the country by the town, had come to reinforce the existing discrepancies. A map of illiteracy rates and levels of school attainment can easily reveal the dramatic inequality between the literate towns /yet with significant "illiteracy strongholds" among the latest arrivals/ and the illiterate countryside. This is a rather rough description of the real situation, and to stop at such a dichotomy would indeed be short-sighted. The literacy problem has to be analysed in the light of many other determinants and, above all, has to be set against the context of local cultures. It is beyond doubt that in Portugal, very poor communications, economic inequalities of a structural nature, and many years of a policy which went so far as to deny some parts of the country electricity, running water and drainage systems, can be related to the persistence of many forms of genuine local cultural expressions. The state, as an institution, has been so long confined to the urban areas that many regions were allowed and even encouraged to develop their own particular modes of production and to maintain pre-capitalist social relationships. Forms of social organization such as the village oven or the Village Assembly, the communal cattle walking or the oral tradition of stories, proverbs, songs and poems which still reflect the profoundly original features of each geographical unit, bear witness to a rich cultural life in most parts of the country.

In this context it is clear that illiteracy does not mean lack of culture. We cannot automatically regard those regions of Portugal having the highest ratio of people unable to read and write as the most "backward". In Alentejo, for example, which has a very high proportion of illiterates, the agricultural proletariat is none the less very conscious of social and political life. This region, with vigorous cultural traditions and many popular poets, songwriters and choirs, has been in the forefront of many of the economic changes that have recently transformed Portugal. In the North, on the other hand, and especially in the North East,

a similar high proportion of illiterates live under the feudal sway of their "caciques" /local squires whose economic power and social prestige allow them to dominate local politics/ and under the powerful influence of the Catholic Church.

1.3 Function, Objectives and Principles of the Comprehensive Adult Education

When we look at adult education in general, and at literacy in particular, from 1974 onwards, we notice two new developments: a/ the increasing responsibilities taken up by central /and more recently, local/ authorities, and b/ the large number of local initiatives taken by cultural and popular education groups, and by local and work committees, which sprang up after the "coup d'état" practically throughout the country, thus renewing a tradition of associativism already strong at the end of the 19th century but suppressed during the dictatorship.

As regards the official initiatives, and as far as adult education and literacy are concerned, the period since April 25, 1974 falls into three main phases: a/ from April 1974 to October 1975, when there was a definite political project to create a socialist society in the country and adult education should therefore be considered as an important instrument to that objective; b/ from November 1975 to the first elected government in August 1976, when the principle of a multi-party democracy is introduced and official initiatives remove adult education from the field of power politics into an area of cultural identity and communal self-expression, and c/ the present phase, when a strong component of economic development toward European integration has also been added to the latter two objectives.

In the first period, the main interesting innovation was the National Literacy Programme /PNA, in its Portuguese

initials/, introduced in the spring of 1975. The Programme started by analysing the specific characteristics of the illiteracy in Portugal and, among other things, stated that: "Those unable to read and write belong to a culture or sub-culture which does not necessarily need this ability for absorbing ideas, habits, values, customs, methods of work, social contacts, recreation, etc...". The document maintains, however, that illiterate popular culture is an obstacle on the road to socialism, which requires a fundamental democratization of mental attitudes and institutions. Universal literacy is therefore indispensable, but its real^{re} meaning must be brought out. The following passage indicates the spirit underlying the project:

"A literacy programme cannot confine itself to reducing the rate of illiteracy, as if illiteracy were an accident or weakness in a certain social milieu. Nor can it be a mere machine handing out certificates to people who have learnt to read and write but who have in no way modified their sense of reality and social behaviour. If Portugal is to become a socialist society, it is by no means enough to link the acquisition of literacy to vocational training alone, thus ensuring that former illiterates can adjust more easily to their situation as producers in the service of capitalist undertakings...

Today, learning to read and write must be regarded as the corner-stone of the process of full popular mobilization whose task is to bring the people as a whole, and each broad sector of activity, to unite in building a new society.

The drive for literacy forms part of the effort to free people of all ancestral fears, of passivity and individualism, of inhibitions and psychological blocks which hinder creativity and initiative, of simplistic attitudes and fatalism. In a word, it must be fully integrated with the necessary cultural revolution.

A literacy programme which mobilizes the people must bring into being a new relationship between "intellectual"

workers /teachers, journalists, writers, film directors, actors, musicians, civil servants, students/, the armed forces and the producers of material goods. The present segregation must develop into a dialectical partnership in which working-class themes will gradually be adopted by the national culture, creative works of a literary and cultural nature will emerge from the masses, and "intellectuals" will take part in the production of goods, thus eliminating the distinction between intellectual and manual work... This is why the Literacy Programme must be closely linked to the progress of agrarian reform; to the development of production, housing, cultural and consumer co-operatives, nationalized industries, trade unions and district committees; and to whatever institutional form the local organizations may take... The Programme should lead up to a comprehensive network of locally-organized initiatives which would provide the foundations for the future system of lifelong education, ensure that illiteracy is vanquished once and for all and enable the knowledge and creativity of the people to flourish. Only thus can the trade unions and political organs of the working classes perform a genuinely political function."

The Programme provided a fairly accurate analysis of the problem of illiteracy, and some of its objectives were well in tune with the enthusiastic mood of the Portuguese society following the fall of the longest dictatorship in Europe. However, its overall strategy was ill-matched to the country's real situation, where the unqualified support to progressive policies by industrial workers and southern labourers was in sharp contrast with attitudes of apathy or even of open hostility in the most remote rural areas. Moreover, the 1975 Programme suffered from a serious contradiction between its explicit goals and the highly centralized and hierarchical form of organization planned for it. It was organized with a national co-ordinator at the top, assisted by two deputy co-ordinators and a national executive committee. Its stated aims were equally contradictory: some

stressed the qualitative aspects of the literacy campaign, others the quantitative "performances". Though the authors of the project expressed their determination to respect popular dynamism and local feelings, they nevertheless applied certain quantitative criteria to the process of learning to read and write. The illiterates thus were to be counted, divided into "brigades" and marshalled into regional and national structures, becoming, in spite of all, a special "public" to be "handled" in a certain way and within a prescribed time schedule. This would naturally make it very difficult to prevent the quantitative from stealing a march on the "qualitative" goals, since the latter are much more difficult to measure, to put into figures or indeed to achieve. /a/

This determination to set up a strong central organization was particularly inappropriate inasmuch as the Literacy Programme was aimed at a population which was already deeply motivated and directed, of its own accord and in several regions, towards forms of local self-management of cultural and educational activities. For in the meantime an extremely promising momentum had built up in many parts of the country: hundreds of groups had sprung up and gradually taken the form of Associations for Popular Education, or centres with a wide range of educational and cultural activities. These groups grew rapidly in number, partly because there were no structures or policies laid down for adult education at the national level. But the urge to self-organization was due not only to temporary gaps in the administrative or educational system: the people themselves had also become profoundly aware of their needs and were trying to unite in order to have a greater say in what should be done on their behalf, and that included adult education provision.

/a/ Here we follow very closely the analysis previously made in *Experiments in Popular Education in Portugal, 1974-1978*, by Alberto MELO and Ana BENAVENTE, UNESCO, 1978 - from which we borrow a certain number of passages

Adult education in Portugal during the first two years that followed the collapse of the right-wing régime was largely the work of these groups. This was confirmed from various quarters and in particular by the new Portuguese Constitution of April 2, 1976, whose Article 73 states that "... 3. The state shall promote the democratization of culture by encouraging and securing access by all citizens, particularly the workers, to the enjoyment of culture and cultural creation through local people's organizations, cultural and recreational associations, public information media and other appropriate channels".

The UNESCO mission to Portugal /May-June 1975/ had already emphasized the importance of this movement in its report: "the local experiments undertaken within industries and communities as part of the drive to promote literacy and adult education as well as production and housing co-operatives, etc, are very promising. Most initiatives with specific objectives include educational goals, but they are also seeking to strengthen the participation of workers in economic, social, political and cultural life". /a/

Later on, in May 1976, a mission of Swedish experts came to Portugal "to make a detailed assessment and definition of needs in the field of adult education", as part of a programme of co-operation between the two countries. They, too, considered these local groups as the driving force behind any system of adult education which might be set up in Portugal. The authors of the report visited 13 of these groups and summed up their first impressions as follows: "... There are convincing prospects of founding adult education activities on local groups. Naturally, adult education activities are only just beginning but they are launched with very great enthusiasm at local level." /b/

a/ *Eléments pour une politique de l'Education au Portugal*, UNESCO, Paris, August 1975, p 32

b/ *Co-operation between Portugal and Sweden in the Field of Adult Education, Including Literacy*, Swedish International Development Authority /SIDA/, Stockholm, June 1976, p 25

Due to the political events of November 1975, the National Literacy Programme was never implemented, and during the following nine months leading to the constitution of the first elected government in Portugal since 1926, the Ministry of Education - through its specialized branch, the Directorate-General for Lifelong Education /DGEP, in its Portuguese initials/ - would attempt to do no more than "clear the way and provide the fuel" so that popular associations and other local groupings could advance towards the definition of a system of adult education appropriate to the new, democratic and progressive society.

This second phase of the post-1974 developments in Portuguese adult education was rather short, barely nine months, but a certain number of important measures were then taken which have left a specific imprint - still visible today - on the relationships between public administration and non-governmental bodies as regards the implementation of adult education activities. It was also during this time that the first legal provisions on adult education and literacy were prepared and published.

The Directorate-General for Lifelong Education /DGEP/, the branch within the Ministry of Education responsible for adult education and literacy, was the reorganized so as to serve the diverse and rich movement of cultural and educational associations that was mushrooming across the country. The approach then adopted was to refuse the adoption of a leadership stand on the side of the state and, instead, to attempt to play fully a role of "facilitator" of non-governmental initiatives in the field of adult education and literacy. The main rationale behind this strategy was the recognition that the Portuguese public administration had never in fact pursued genuine adult education activities; propaganda work and evening courses, as carried out before, were not conducive to the acquisition of a valid experience nor to the development of sound theories

on the field of adult education. Administrators, decision-makers, civil servants at all levels, as well as the teaching staff, had still everything to learn in order to begin the construction of a comprehensive adult education system for the new Portuguese society. And who else were they to learn from but the several local groupings where adult learners gathered to pool their own resources and jointly raise the cultural and educational level of themselves and of their communities? This was therefore a time when the central administration opened its doors to the outside adult education world, in order quickly to grasp the fundamental needs and resources at stake. The formal, scholastic side of adult education was temporarily disregarded and all attention was concentrated on the non-formal, out-of-school activities which adult learners were increasingly organizing on a self-management basis.

The first official document published by the DGEF in that period was naturally its Plan of Action for 1976, which appears quite important for an understanding of what follows, quoted in full:

"What kind of lifelong education?

The Lousa mine-workers have written to ask our Directorate-General to assist current activities at their local cultural centre, namely: a/ literacy courses: training seminars for instructors, teaching materials /audio-visual aids and reading matter/, a grant towards running expenses /electricity, heating, etc/; b/ library: more books on the shelves; c/ news sheet: subsidy to cover printing costs; d/ theatre: a grant for the purchase of scripts, costume hire, etc; e/ sport: a training course for children's volleyball instructors."

We have chosen this appeal to introduce our Plan of Action for several reasons. To begin with, the opening strategy for 1976 must be to respond to requests received from local groups. But this letter and its list of needs are typical of dozens of other letters which we have

already received and of thousands more which will follow as the public becomes aware of the Directorate-General's plans.

We have thus based our Plan of Action for the current year, and our working groups within the Directorate-General, on these requests, which should also guide the consequent reorganization of our internal services. There is, however, one qualification to be borne in mind: this type of letter reflects situations representing a certain level of organization and of satisfaction of material needs. Not all our fellow-countrymen are in such situations and some of them may well say: "Piped water first, next the drains and electricity, and only then education and culture". And there no doubt exist small groups who would like to found centres for education and culture but whose courage falters before local indifference and the lack of state support.

The task of the Directorate-General is to develop two converging strategies: to respond to the requests of local groups or individuals already responsive to lifelong education, and to help to create conditions which will stimulate the formulation of further requests.

In this way the Directorate-General aspires to play its part in the general process of transforming the social structures of the country by taking action in its own particular sphere of lifelong education. But the problem of integrating the various levels of education, from the pre-primary stage to courses for the elderly, into a single unified process embracing the whole of the individual's life is clearly a matter for the Ministry of Education /and several other ministries/ and not for a particular Directorate-General.

The Directorate-General is therefore concerned with adults. The adult population in Portugal today bears the scars of poor teaching, of an authoritarian approach reflected in the school, and above all of the elitist bias of the system as a whole, which put privilege above edu-

cation and eliminated candidates instead of helping them to advance.

In the present situation, the DGEP must look first and foremost to those strata of the population that have been traditionally denied access to the techniques of communication and learning without which they cannot play their full part in social life. Although the task of the Directorate-General is to serve the adult population as a whole, it is reasonable to start by according a certain priority to the most disadvantaged sectors of the population, that is, to support them by means of education. But education is not a technique or a certain sum of finished knowledge ~~to~~ be handed out. For us, education is above all a process through which people find freedom, and it should aim at increasing their autonomy rather than their dependence. When we see a man who is underfed, we will not try to give him a fish but will teach him how to go and catch it - perhaps just by introducing him to a fisherman. The most important function of the DGEP will be to serve as a bridge for exchanges between those who need something and those who can supply it - a process in which each person becomes both master and pupil. This goal has led the DGEP frankly to favour decentralization of the "sources of knowledge" and to reject the tendency to "Lisbonize" Portugal. But this must not be misunderstood: it does not mean that the DGEP will simply stand back and refuse to take positive action or to live up to its responsibilities. The DGEP exists and we think that it should continue to exist and to change, not in order to give directives but to work actively and persistently for the creative synthesis of individual and group initiatives. It must pursue its task, co-ordinate information, draw conclusions and assess that is being done; but at the same time it must regard lifelong education as a means of guiding individuals and groups gradually towards full independence. Lifelong education must be liberating and take in all aspects of the economic, social, cultural and political life of adults while always

respecting the educational principle that people are the architects and master-builders of their own knowledge; grounding its approach on a constant interaction between the centre and the periphery, between the individual and society, between theory and practice and between reflexion and action.

The essential principle is not to transmit finished knowledge or provide ready-made answers, but to give people the means to understand reality - whether natural or social - so that they can transform it.

In the present situation in Portugal priority must be given to achieving these objectives in the following areas: 1. literacy, understood not as an end in itself or as the art of stringing letters together, but as a means for people to participate in the social and political life of the new society; 2. non-formal education, regarded as an assemblage of means, to be developed in co-operation with the people, with the object of solving their daily problems, and ranging, for example, from learning the techniques of energy production to a grasp of preventive medicine or the use of leisure; 3. to redefine the learning career of adults by officially recognizing new methods and subject-matters for adult learners and granting equivalence with the school system to certain out-of-school courses or original research by groups or individuals.

These three areas are closely related, for it is not possible to achieve literacy without preparing the community for changes /which will sometimes precede and sometimes follow the undertaking/; while the redefinition of the adult's learning career must be based in particular on an analysis and assessment of activities related to literacy and non-formal education.

The DGEP, as the organ of the Administration officially responsible for this sector, will have the following specific tasks: a/ to meet requests for financial, pedagogical and technical aid /in co-operation with other departments/

in all the areas mentioned above; b/ to ensure, by recourses to the mass media, that the public is constantly informed of its work and is aware that individuals and groups seeking to develop popular education activities can apply for help; c/ to draw up plans for specific experimental actions in region or social environments which cannot express their needs for themselves; d/ to build up a network of contacts with all local organizations concerned with popular education in order to facilitate the co-ordination of activities and the gathering and circulation of information likely to further the work of cultural associations, sport groups, community centres or fishermen's clubs, co-operatives, residents' or workers' committees, trade unions, and delegations from other governmental bodies, local authorities, libraries, community schools, regional newspapers, etc; e/ to support the creation of local Associations for Popular Education and to define criteria for the official recognition of those which already exist; f/ to establish criteria for recognizing legal equivalents for the new curricula at the various levels, and new methods of assessment for adults.

In order to carry out this programme the DGEP must gradually organize itself into working groups for each type of intervention. Apart from the indispensable administrative services, we contemplate setting up the following teams:

- a/ Pedagogical training and experimentation: Organization of basic and further training courses for local group leaders; study of procedures for assessing their work.
- b/ Publications for basic education: Production of materials for group leaders and of basic texts for adult participants in educational activities.
- c/ Audio-visual equipment: Production of sets of colour-slides with commentaries, and of mobile photographic exhibitions.
- d/ Films and television: Production of a weekly television programme and short 8 mm and 16 mm films to expand the DGEP film-lending service.

- e/ Film library: Purchase and distribution /on loan/ of films suitable for popular education.
- f/ Loan of equipment: Purchase, upkeep and distribution /on loan/ of audio-visual equipment /tape-recorders, cassette recorders, slide and film projectors, cameras, film-screens, electric generators, etc/.
- g/ Radio and recorded sound: Production of a weekly radio programme and tape-recording and cassettes for distribution to local groups.
- h/ Popular education news-sheet: Publication of a news-sheet /*Viva Vos*/ to provide reading matter for literacy courses and a means for local Associations for Popular Education to exchange information /reports on activities, classified advertisements, articles and other contributions from local groups, etc/.
- i/ Documentation centre: Collection and circulation of texts on the theory and practice of adult education in Portugal and abroad.
- j/ Card-index of local initiatives: Records of progress of the different groups, their initiatives and requests, and of action taken by the DGEP.
- k/ Card index of human resources: Records of volunteers offering to help in popular education activities.
- l/ Public relations: Contact with the public and preparation and distribution of a quaterly bulletin of activities.
- m/ International relations: Bilateral and multilateral co-operation agreements in the field of adult education.
- n/ Distribution of reading-matter: Choice of literary works for bulk purchase, and their free distribution to Associations for Popular Education and to the libraries managed by the DGEP.
- o/ Popular libraries: Management of about 4,000 small libraries, mainly in rural areas.

Such was the *Manifesto* that in January 1976 attempted to sketch the basic lines of what was to become the adult education system in Portugal. Apart from the implementation of the activities above mentioned, contacts with local

groups were constantly created and maintained, either directly, due to the impact of the mass-media and regular advertisements in the press, or through the action of appointed local and regional DGEP representatives, grant-holders /see below/ and mobile teams organized by DGEP to make the inventory of cultural and educational initiatives in certain areas.

During this period three legal instruments were elaborated and published in order to regulate, respectively, the award of special government grants for adult education activities, the recognition of the Associations for Popular Education and the new evaluation of adults as regards the certificate of primary education.

Since the DGEP needed to find local contacts quickly, it launched at the beginning of 1976 a Programme of Grants for Popular Education, whose purpose was to identify as many "natural" organizers and group leaders as possible who were already at work in their social or professional environment and to give them all possible support, including money. These grants were of two types: the full-time grant was intended for individuals able and willing to leave their normal employment for six months and to devote themselves entirely to popular education; the part-time grant should cover travel costs and special expenses of those who continued with their ordinary occupation and could therefore only spare a limited number of hours for such activities. In either case the grant was for six months and all grant-holders were required to send a concise monthly report to the DGEP. The first series of 16 awards were granted on May 1, 1976, followed by another 16 in June and 59 more in July. By this time there were grant-holders in all 22 districts of the country /including Madeira and the Azores/.

The main purpose of the scheme was to compensate voluntary adult education agents but also, at the same time, to forge an organic link between the DGEP and individuals

already active in local popular education and culture. It was also thought that their reports would quickly enable the DGEF officials to build up as realistic a general picture as possible of the resources and needs of Portuguese adults from the educational and cultural points of view. The public announcements in national and regional newspapers between January and May 1976 all included a paragraph emphasizing that school certificates were not obligatory and that the grant scheme was therefore open to people from all walks of life.

The public relations campaign launched by the DGEF early in 1976 produced an immediate response from local groups engaged in educational and cultural activities. Applications for financial and other types of assistance, in ever-increasing numbers, came from both long-established and legally recognized bodies and from informal groups created in the wake of the tidal wave of April 25, 1974. The concept of the Associations for Popular Education was then developed because there were no organized groups engaged exclusively in adult education before 1974 and because the DGEF urgently needed to identify, from among the innumerable centres submitting applications for aid, its "privileged partners" and, consequently, to refine its criteria for priority allocation of funds. It was equally felt that the experience of association life was a vital part of the process of adult education and that all participants should master democratic procedures for taking decisions and organizing active groups, by using methods which did away with "teachers" and "pupils" and placed all "associates" on an equal footing. These, in brief, were the main reasons behind Decree No 384 adopted on May 20, 1976, and we feel we ought to draw attention to its most original provisions, since the system of adult education now under construction in Portugal is still inspired by this text.

The decree begins by defining the Associations for Popular Education according to their stated objectives:

a/ to promote cultural and educational activities conducive to the collective study of the relations between individuals, between social groups, and within the social community; b/ to encourage the creation of courses specifically for adults - particularly literacy courses - on which the life-long education and cultural development of citizens could be based; c/ to organize group and individual activities based on the collection and study of themes of local interest with the purpose of safeguarding the region's cultural heritage /oral and other traditions/.

Article 2 guarantees the independence of these Associations in relation to the state, but lays on the state an obligation to support their activities. Article 7 is of great importance in regard to the relationship between formal and non-formal adult education and must, therefore, be quoted in full:

- "1. Associations for Popular Education shall have the right to take part in drawing up guiding principles and in planning cultural and popular education activities, within the framework of the general policies for cultural development.
2. Associations for Popular Education shall, by decree of the Minister of Education, be authorized to award certificates or diplomas resulting from the courses they organize and to obtain equivalence for these awards with certain certificates and diplomas delivered by the official system of education.
3. Equivalence shall be accorded case by case, depending on the degree of organization and the practical conditions under which teaching is carried out, on the recommendation of the DGEP and subject to the consent of other competent Directorates-General."

In giving the Associations for Popular Education a great deal of freedom to choose their course curricula, methods and structures, there was indeed the risk of pushing them to a situation of "freedom on the fringes" as regards

the official system of education. They would be entirely free but, at the same time, considered as totally foreign to the formal educational system. Now, the above article was worded so as to provide a "bridge" between the formal and non-formal sectors of adult education and at the same time to avoid mounting opposition from other authorities within the Ministry.

The third legal provision of the period under scrutiny concerns the new approach to evaluation of adult learners. Many local groups which had made a start with adult education after April 1974 soon came up against a serious problem when some participants expressed the wish that their studies should be sanctioned by an officially-recognized certificate. Yet, as at the beginning of 1976, the group-oriented teaching methods adopted by most, if not all, popular education organisations were completely at odds with the school-based examination requirements for adults - a rigid and repressive legacy of the fascist régime which obliged the adult to submit to an examination including the dictation of a fixed number of lines, reading aloud, replying from memory to questions on the geography and history of Portugal, proving a fair knowledge of abstract arithmetic, etc. These were capacities which in fact had no relevance whatsoever to the adult learner's daily life. The examination, moreover, had to take place in a state-run school before a jury composed entirely of schoolteachers. If adults had to prepare for this particular examination, the Associations could no longer enjoy the promised freedom of action nor the opportunities to adapt their educational methods and courses to the actual conditions in which the participants lived and worked.

Being aware of the crucial issue at stake, the DCEP made it a priority to prepare a new procedure for assessing the basic capacities that would make an adult learner a literate person. A draft version was circulated among the various Directorates-General of the Ministry of Education, the district primary education authorities, the trade

unions, the emerging Associations for Popular Education, agricultural co-operatives, and so forth. All were unanimously in favour of drastic changes in the existing regulations and, in their replies, made a variety of useful comments which were taken into account in drafting the final text.

On July 13, 1976, a Ministerial Decree No 419 gave satisfaction to local organizations engaged in adult education: the new provision involved dramatic alterations of the methods used to assess the basic education of adults and, moreover, was regarded as the first step towards a new definition of the "adult learner's career".

Article I of this decree stipulates that the final assessment for obtaining a certificate of basic education for adults must seek to confirm that the course of studies has achieved the following general objectives: a/ development of the ability to use different forms of language /oral, written, pictures or mime,.../ for communication, so that the individual concerned can play an active part in social life; b/ development of the ability to solve arithmetically problems encountered in daily life; c/ development of analytic skills enabling the individual to improve his perception of reality so that he may take the necessary action to transform it.

Article II expresses these educational goals in practical terms. The assessment must seek to verify that the adult can: a/ read and understand texts relating to daily life /such as newspaper articles, circulars and announcements from trade unions, farm-workers' leagues, residents' and factory committees, booklets dealing with health and hygiene, technical handbooks, etc/; b/ communicate in writing with members of the family, friends, local authorities, committees, trade unions, etc; draft petitions, fill in telegram and postal-order forms, write communiqués for residents' or workers' committees, etc; c/ perform the four arithmetical operations, use the metric and monetary system, time measurements, etc, to solve problems which arise in

his private or working life; d/ absorb knowledge appropriate to his age, personal and community needs, and in particular, elementary notions concerning health, agriculture, trade unionism, the co-operative system, the organization and administration of social facilities, and recreation.

The adults themselves remained free to draw up the curricula for their literacy and basic education courses, so long as they respected the major objectives set forth in Article I. None the less the DGEP was given the task of promptly publishing a set of curriculum guidelines. In addition, the entire learning process was to be summed up in records of both individual and group work. The adult had to keep track of all his studies, notes and comments. At the final assessment, he could present this record to the jury /that should include his own tutor/; the jury could then form an opinion of the learner's progress and choose subjects for his test with which the candidate was well acquainted. The main argument for basing the adult's learning process on an individual record was to facilitate his task by making him constantly aware of his progression. Its use in the assessment session itself was justified for two main reasons: first, to give the adult more confidence before the jury and, second, to enable the DGEP, by collecting and analysing these documents, to identify the "Portuguese adult learner" in order to define and circulate "curriculum guidelines" well-adjusted to the real needs and resources of the adult population.

1.4 Policy-making, Planning, Management and Organization of the Comprehensive System of Adult Education

The third stage in the development of adult education in post-1974 Portugal, which covers the succession of democratically elected governments from August 1975 to the present days, can be summed up in two fundamental strategies: first, the institutional consolidation of most of the

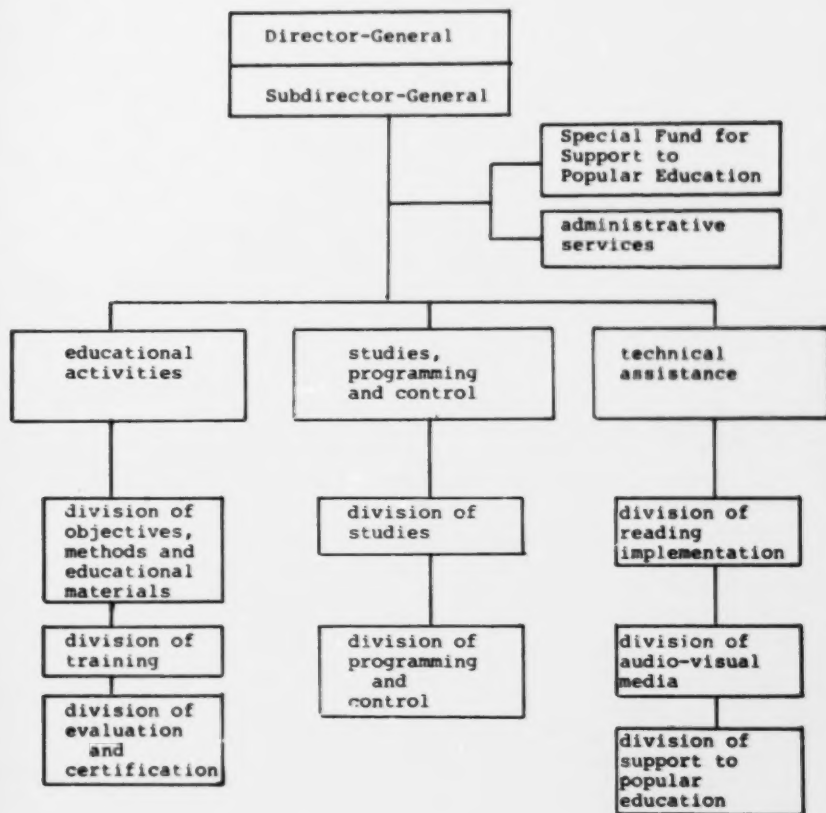
pioneering initiatives previously described, which explains the regulations and practical developments that occur at the Directorate-General, mainly between 1978 and 1982, and, second, the courageous attempt to launch a National Plan for Literacy and Basic Adult Education /PNAEBA, in its Portuguese initials/.

An important preliminary measure is no doubt the publication of the law concerning the Ministry of Education branch in charge of literacy and adult education: on December 31, 1979, Decree No 534 provided for the creation of the Directorate-General for Adult Education /DGEA/ in replacement of the previous DGEP. According to the preamble of this decree, the new organism shall serve adult education within the framework of lifelong education, "now recognized as the leading and inspiring principle of all educational policies".

The DGEA's main tasks are legally defined as follows: a/ to participate in the formulation of adult education policy, within the framework of lifelong education, and to contribute to its implementation; b/ to promote, in collaboration with other branches of the Ministry and other public or private bodies, educational activities addressed to specific adult groups or to the adult population as a whole; c/ to carry out a whole gamut of programmes for educational development, particularly in the fields of literacy and basic adult education; d/ to define pedagogical guidelines related to adult education practices; e/ to stimulate and support public and private initiatives in the field of adult education.

In order to pursue those general objectives, the decree gives the DGEA some specific attributions: a/ coordination of the preparation and implementation of national programmes for literacy and basic adult education; b/ organization of other initiatives in the field of out-of-school adult education; c/ organization of regular activities related to the training, updating, amelioration and

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pedagogical guidance of adult educators; d/ technical and pedagogical support to kindred activities undertaken by other public and private bodies, and particularly, local authorities and the Associations for Popular Education; e/ acquisition, production and distribution of educational materials adequate to adult education activities and stimulation of local productions; f/ support to the Associations for Popular Education and related organizations and encouragement to the creation of new associations and of cultural and lifelong education centres, always taking into consideration the local circumstances; g/ co-ordination of the activities of popular libraries, having in view their potential value in all adult education programmes and in other local cultural initiatives; h/ collection, organization and distribution of adult education documentation; i/ launching, in collaboration with the central services of the Ministry of Education and other public and private bodies, studies and pilot projects in the field of adult education; j/ undertaking studies and proposing solutions aiming at the gradual implementation of a specific adult educational system.

This decree also ratified the existence of four branches within the DGEA: a/ studies, programming and control; b/ educational activities; c/ technical assistance and d/ general administration.

The main tasks of the branch of studies, programming and control are: to propose and to carry out studies on adult education and lifelong education, seeking the definition of a coherent policy and a better redeployment of the existing resources; to suggest the drafting of new legislation designed to facilitate the attainment of the DGEA's general objectives; to formulate the DGEA's global and sectorial activity programmes and to assist, evaluate and oversee their implementation; to elaborate programmes related to the PNAEBA and to participate in the evaluation of their developments.

The branch of educational activities is composed of three divisions - objectives, methods and educational materials; training and evaluation/certification. Its principal duties are: to help in the formulation of educational objectives and contents as well as the use of methods and techniques of adult education, mainly in the field of literacy and post-literacy; to study and to promote the organization of curricula, taking into consideration the flexible nature of all educational objectives and the individualized rhythms of progression shown by adult learners; to list, to select and to design educational materials appropriate to adult education activities, mainly for literacy and post-literacy programmes, and also to survey the distribution, production and use of such materials; to stimulate and to support the production of educational aids at regional and local levels; to promote and to develop the training of adult educators, in particular for literacy and basic adult education; to accompany and to support the activities of adult educators, as regards their organizational and pedagogical aspects, taking into consideration the extreme diversity of their experiences, statutes and functions; to provide pedagogical assistance to the Associations for Popular Education and other akin organizations, as regards specific training initiatives; to study, to assist and to co-ordinate the pedagogical evaluation of basic adult education and literacy programmes; to propose criteria for the crediting of the courses attended by adult learners and for the awarding of legal equivalents to existing official certificates; to organize and to co-ordinate the schemes of diploma-awards to adult learners; to carry out, in collaboration with other Directorates-General of the Ministry of Education, all the necessary studies leading to the definition of a specific adult educational career, with a view to a wider access of adults to the different levels of the formal educational system.

The branch of technical assistance also comprises three divisions - reading implementation, audio-visual

media and support to popular education activities - and is required under law to carry out the following tasks: to acquire and publish books for popular libraries; to co-ordinate, encourage and expand the existing network of popular libraries, among other means, through the recruitment and the training of their staff; to encourage and to develop the tendency to, and the practice of, book-reading among the population as a whole, and the low educated adult population in particular; to acquire audio-visual equipment and documentation; to develop the appropriate use of audio-visual media and to assist in the training of their users; to organize, in collaboration with other public and private institutions, radio and television programmes in support of all the DGEA's educational activities; to produce audio-visual documents considered necessary for popular education; to initiate, to foster and to support popular education activities, in collaboration with other public and private bodies; to encourage the creation of the Associations for Popular Education, as well as of other related organizations, and to assist in the development of their initiatives; to propose the terms and the criteria for financial aid to the above mentioned initiatives and to follow them and verify the use of the sums allocated; to recruit organizers/educators and to select grant-holders for popular education activities, and also to make sure that their work is well guided and assessed.

The above mentioned Decree No 534 under which the DGEA was created also provided for the establishment of a Special Fund for Support to Popular Education, which exists within the Directorate-General and shall be used: to award subsidies to the Associations for Popular Education and other akin bodies, mainly for the organization of educational activities, but also to cover building and equipment costs; to acquire and to distribute educational materials appropriate to literacy and basic adult education programmes; to allocate subsidies to the Organizing Commissions for

Literacy and Basic Adult Education /provisional decentralized structures intended to function until the eventual creation of Regional Centres for Adult Education/; to assist financially popular libraries and to purchase or publish new books to increase their stocks; to award grants for the organization of activities in the field of popular education.

It is rather significant that the decree that created the DGEA also stipulated that most of its activities in the near future should be largely decentralized. The decree states in fact that Regional Centres for Adult Education are to be established by inter-ministerial /Finances, Home Office, Education, Public Administration/ decrees. These Regional Centres, still non-existent, should pursue the following tasks: a/ to participate in the achievement of the objectives adopted by the National Plan /PNAEBA/ and by the DGEA's annual plans of activities, within its own region and in collaboration with the District Co-ordinating Commissions; b/ to elaborate regional plans for adult education on an inter-ministerial basis; c/ to participate in and to promote the training and the following-up of adult education agents in the region; d/ to propose and to support educational experiments aiming at the introduction of new contents, methodologies and evaluation procedures as regards adult education activities; e/ to co-ordinate the assessment stages and the diploma-awarding procedures related to literacy and basic adult education; f/ to gather increasing regional support in favour of the institutions which pursue basic adult education activities, and among others, the Associations for Popular Education.

The Regional Centres for Adult Education should be related, at a lower level, by the District Co-ordinating Commissions for Adult Education, whose main tasks are: a/ to collaborate in the recruitment and training of adult education local organizers/educators; b/ to assist the activity of local organizers/educators, mainly, teachers on secondment, DGEA's grant-holders and voluntary agents; c/ to

organize the assessment and certification of adult education activities; d/ to collaborate in the preparation of regional plans in all matters related to adult education; e/ to stimulate local interest in the creation and the progress of associations, with a view to encouraging the adult populations to maintain permanent structures for educational and cultural development; f/ to support local production of all means of expression and communication, namely handicrafts, exhibitions, photography, sound recordings, printing materials /posters, newsletters,.../, etc; g/ to assist the production of printed and audio-visual materials revealing local specificity; h/ to organize the distribution of equipment and educational materials, mainly audio-visual among local groups; i/ to promote and to organize short seminars on specific problems of the communities: health, hygiene, child and mother care, housing, agriculture, family planning, etc; j/ to foster the creation of libraries and reading clubs and to promote by all possible means the development of reading habits; to survey all local activities which receive some sort of assistance from the DGEA, and submit reports and assessments on their activities; l/ to participate in the elaboration and constant updating of an inventory of all locally available human, material and institutional resources; m/ to participate in the detection and characterization of the educational needs of the local adult population.

While waiting for the necessary legislation and budget to establish the Regional Centres and District Co-ordinating Commissions, as permanent structures and fundamental pillars of a decentralized policy, the DGEA has, in some cases, organized provisional Organizing Committees for Literacy and Basic Adult Education /COAs, in the Portuguese initials/ and, in other instances, appointed teachers on secondment as district co-ordinators. The COAs, where they exist, are composed of a DGEA's co-ordinator, representatives from other government departments concerned with adult education issues, a secretary and a treasurer; they also have an

advisory board, with representatives from local authorities and from public and private bodies pursuing adult education activities.

In a foreseeable future, 8 Regional Centres and 18 District Commissions should be created in order to constitute the permanent decentralized structure of the DGEA.

Now that the central and decentralized structures of the DGEA, in their actual and envisaged forms, have been described in the light of the related legislation, we shall concentrate on its most important activities in the field of adult education. These are mainly implemented through the following agents: a/ teachers /primary school teachers in their great majority/ on secondment, joining in the initiatives of the local authorities or of informal local groups or associations; b/ organizers/educators, acting on the whole within the domaine of the Associations for Popular Education and other cultural and recreational centres, some of them as grant-holders; c/ a network of nearly 4,000 popular libraries; d/ technical, pedagogical and financial assistance to associations, cultural groups, municipal and inter-municipal projects.

The scheme concerning the use of teachers for literacy and adult education activities, which had been avoided from 1974 until 1976, was later eagerly adopted by the DGEA/DGEA, as a joint effect of a surplus of primary school teachers and the need to show rapid results on the literacy front. Under this scheme, voluntary teachers are transferred for a whole year to adult education activities, which can take place either at school premises or outside. In 1981, 1982 and 1983, 879, 940 and 691 teachers, respectively, have worked on secondment in the area of adult education.

Such a scheme involves the risk of inadequacy and waste of resources, as it appears to respond primarily to temporary, tactical needs /how to occupy a surplus of primary school teachers?/. In order to avoid the natural tendency of many of these teachers to transfer, more or less automatically,

their attitudes and methods acquired in children's education to the domain of adult education, the DGEA has organized numerous training seminars and has also produced a great deal of adult education guides and learning materials. The problem then turns into one of possible time and money wastage, as there is never any guarantee that a teacher who chooses the adult education activities for one year will agree, or be authorized, to remain there for the following year. The rapid turn-over of teachers available for adult education work, and the constant uncertainty of their numbers and localization make it impossible for the DGEA to attempt a minimal planning of organized activities.

This problem was partially solved by recourse to the scheme of grant-awarding, which was largely expanded in recent years. The number of the DGEA's grant-holders grew sharply from 93 in 1979 to 467 in 1980, 819 in 1982, and the forecast for 1983/84 is over 1,000. Naturally, the increasing use of grant-holders as the main adult education agents in Portugal led to a more thorough regulation of such a scheme, which was embodied in a DGEA circular published on September 1, 1980. This document begins with the assertion that "the approach adopted by the government to develop adult education in Portugal requires the recognition and the support of private and local initiatives, as long as they represent a genuine expression of popular creativity and reveal the great wealth of a culture that has evolved through the centuries". According to this circular, the awarding of grants pursues two main objectives: to stimulate the development of literacy and basic adult education local initiatives, and to encourage studies and research in adult education. Consequently, the DGEA can award two types of grants, which cannot be accumulated. The first type of grant is intended to encourage formal and non-formal adult education at local level: grant-holders will have to organize adult education groups, to carry out surveys on local conditions as regards literacy work, popular culture, etc, to press on local authorities and attempt to strengthen

the work and the position of the Associations for Popular Education. For that they receive a small amount of money, just over 50 US \$ a month, for a duration of 3 to 9 months, that should cover all expenses incurred in the pursuit of their otherwise voluntary activities /transport, food, temporary accomodation,.../; expenses caused by attending activities organized by the DGEP, like training seminars or regional meetings, shall be separately reimbursed.

A grant-holder is required to produce a report every 3 months and also a final report and copies of all written documents prepared during the adult education activities. The application form for a grant shall include: a/ specific objectives of the activities to be developed, b/ the institutional framework of such activities, c/ the location, the audience and the duration of the projected activities, d/ the already available means and supports, and e/ the required technical and human resources to carry out the local project.

When selecting the successful candidates, the DGEA's officials shall apply the following criteria: a/ the relevance of the proposed activities as regards the development of basic adult education and their adequacy with DGEA's initiatives, b/ biographical data about the candidates as indicators of their capacity to carry out the announced project, c/ the information produced by the institution supposed to house the proposed activities, and d/ some evidence of the candidate's real integration in the life of the community where he/she intends to act as an adult education organizer/educator.

Research grants can be awarded to individuals, groups, departments of higher education or research institutions. Individual grant-holders will receive some 75 US \$ a month for 3 to 9 months, while grants to organizations will be assessed case by case, preference always being given to studies of an inter-disciplinary nature. The studies submitted should refer to the whole question of adult educa-

tion policy for Portugal, other priority topics being chosen and announced by the DGEA every year. For instance, for 1980/81, the selected areas were: popular literature, structures and activities of the Associations for Popular Education, mass media and adult education, popular libraries and reading implementation, the training of adult education organizers and tutors, educational aids for adults and the evaluation of learning methods for adults.

Another important instrument of the DGEA's policy is the selection of the Association for Popular Education and other similar organizations that will receive an annual subsidy. From some 50 associations receiving financial aids in 1976, their number rose to 130 /1980/, 227 /1981/, 499 /1982/ and 527 /1983/, the total amount of subsidies allocated in recent years averaging 220,000 US \$.

In view of the increasing popularity of this scheme, a ministerial circular of July 2, 1980 laid down a list of criteria for the use of the Special Fund for Support to Popular Education which was created inside the DGEA. Subsidies can be given to associations, cultural groups and other institutions pursuing adult education objectives, under the following conditions: a/ they do not aim at commercial goals; b/ they do not pursue partisan, religious or antireligious propaganda aims; c/ they be entirely open to the local community; d/ they have a structure based on the voluntary participation of all their members; e/ they have adopted the objective of encouraging or initiating basic adult education and socio-cultural development, and above all, literacy, primary education, medium-level /lower secondary/ education and vocational education for adults, the training of adult organizers/educators, the production of educational aids, the distribution of cultural products.

Subsidies are of two types: for construction and/or for equipment, if other alternative premises are locally non-existent, and for support to current activities, according to a plan which the group or association has to

submit when applying for financial aid. This plan will include the following items: a/ general objectives of the educational and cultural activities, b/ the geographical area covered by such activities, and c/ a definition of the exact project to be subsidized /with a mention of objectives, time-schedule, number and characteristics of participants, available resources, required resources, expected costs and a draft budget/.

The ministerial circular also defines the type of projects that should receive priority in the allocation of funds by the DGEA: a/ those aiming above all at the development of basic adult education, the training of adult educators, and the production of educational aids for such activities; b/ those which take place in the least favoured regions of the country, as regards the access of adults to education and culture; c/ those catering for the most disadvantaged groups among the adult population, and d/ those submitted by organizations which receive no other public subsidies.

Once the subsidy is granted, the beneficiary institution is bound to: a/ produce, at the end of the project a final report /or biannual progress-reports if activities are of a lasting nature/; b/ elaborate a financial statement; c/ accept the tutorial role of the DGEA, as regards the pedagogical development of the project, its evaluation and the adequacy of the actual activities to the original plan as submitted, d/ collaborate in other relevant DGEA activities. In exceptional cases, the DGEA may ask for a "collaboration protocol" to be signed before any subsidy is allocated. The local authorities shall add a statement concerning the reliability of the association and its capacity to carry out the proposed plan; they may also give advice on the progress of the activities being subsidized, when consulted by the DGEA.

All the above-mentioned legal measures and practices were no doubt of the greatest importance for the consolidation of the DGEA's structures and for the institutional-

ization of the pioneering experiments of 1975-1976. However, the outstanding focus of the DGEA's activities in recent years is undeniably the preparation and the embryonic implementation of the National Plan for Literacy and Basic Adult Education /PNAEBA/.

Act No 3 of January 10, 1979 made the government responsible for the elaboration, within 6 months, of a National Plan for Literacy and Basic Adult Education. The draft of the law had been submitted exactly a year earlier by deputies representing the Communist Party. After the general debate and detailed analysis and re-formulation made by the Parliamentary Commission on Education, Science and Culture, the project was unanimously approved on November 15, 1978. The DGEP /which was to become DGEA at the end of 1979/ became the branch of the Ministry of Education responsible for making the final draft of the National Plan.

For that purpose, the DGEA has interpreted the objectives of the Act in its widest sense, that is, as comprehending the three main stages of any basic adult education: a/ the indispensable previous cultural action, based on oral exchanges, the expression of popular culture and the organization of local groups, b/ the literacy activities, in its strictest meaning, considered as the learning of reading, writing and elementary arithmetic, within the context of "conscientization" or the understanding of the surrounding natural and social world by the adult learner, and c/ the post-literacy initiatives, considered indispensable to avert the new literates from turning back. Moreover, it was expressly stated by the Act that all these educational activities were not intended mechanically to adopt the school model, but should, instead, be constantly associated with development strategies and socio-cultural community work. Act No 3/1979 defined a dual objective to the National Plan: the personal advancement of the adult learners and their gradual participation in the cultural, social and political life of the country, in order to turn

Portugal into an increasingly democratic and independent society. Furthermore, the PNAEBA was originally conceived as a mere instrument of a sectorial policy /on literacy and basic adult education/ that should, in due time, be integrated within a general plan for adult education and, later, merged into the announced overall reform of the Portuguese educational system.

From the very first day, there was the deep belief within the DGEA that a project which involved the planning of a large sector of adult education could only be elaborated with the active participation of all those for whom it was intended. For that purpose, some 550 questionnaires were sent to associations, local authorities and other bodies in charge of adult education activities, 35 detailed interviews were organized with field-workers and about 200 literacy adult learners were personally contacted and also interviewed. At the same time, a sample-based survey was undertaken in order to gather the views of the general public and specific advice was sought from the Church, the trade unions, and in particular the Teachers' Union, employers' organizations and different government departments. Open participation and spontaneous comments from the people at large were also encouraged through repeated appeals on the national and regional press.

The problem that the PNAEBA attempted to tackle had indeed reached dramatic proportions. In 1970, half of the Portuguese population of 14 years and over still had no primary education certificate and 28% were illiterate, while only 14% had any certificate higher than that of primary school. The 1979 survey did nothing but confirm this situation of abnormally low levels of school attainment: 23% could not read nor write, 8% were literate but had never attended an educational establishment and less than 25% possessed a certificate corresponding to anything higher than the completion of primary education.

At least in theory, the PNAEBA was therefore intended to cater for 75% of the Portuguese population over 14 years

of age, that is, all illiterates and also those who had only acquired the minimum educational aptitudes that correspond to primary education /4 years of schooling/. The results of the 1979 survey also reinforced the 1970 census findings, namely, that illiteracy is a predominantly rural phenomenon that mainly affects the older strata of the population /the average age of the Portuguese illiterate is now 60/ and women /26% more than men /19%/. .

Ten years was the period established for the implementation of the PNAEBA; it was divided in two phases of equal duration, and its "official opening" was set for the beginning of 1980. However, the announced and envisaged decree that will regulate in detail the responsibilities of the government, as regards the allocation of public funds and the deployment of human resources, has yet to see the day. In spite of this serious drawback, the DGEA has made commendable efforts to bring the PNAEBA to life, within the narrow limits of its restricted staff and funds /we can never overlook the fact that the average DGEA budget has oscillated, in recent years, between 0.15% and 0.28% of the total budget of the Ministry of Education/.

During the first stage of implementation of the PNAEBA, seven fundamental programmes are nevertheless expected to be prepared and carried out. These are: a/ the creation of a National Institute for Adult Education; b/ the establishment of a nation-wide network of local centres for culture and lifelong education; c/ the gradual implementation, at the regional level, of programmes that associate adult education with social, cultural and economic objectives /the so-called multi-departmental or "integrated" regional programmes/; d/ literacy and elementary basic adult education; e/ amelioration and encouragement of the "preparatory" education /post-primary adult education that gives access to secondary education/ of adults; f/ support to popular education, and g/ adult

education activities among the Portuguese migrant workers abroad.

We have already delved into some of the important issues related to points d/ and f/. As for the other items, we shall give particular treatment to points a/, c/ and e/ on the following pages when dealing with Further Developments, Community-based Adult Education and Formal Adult Education.

1.5 Further Developments

The centre-left coalition that came to power in June 1983 /the 15th government since April 1974/ is expected to show renewed and deeper interest in adult education. Without neglecting the acute financial crisis that is eroding the Portuguese economy and will cause stringent cuts in public expenditure, a new order of priorities could nevertheless be adopted in order to raise the derisory budget of the DGEA and effectively to implement the PNAEBA and the decentralization of the adult education administration.

The future developments of adult education in Portugal will, to a great extent, depend on the creation of the National Institute for Adult Education /INEA, in its Portuguese initials/, one of the seven priority programmes listed in the PNAEBA project of 1979.

The primary function of the INEA would be to organize regular series of local surveys aiming at the definition of the needs and expectations of the adult population as regards their cultural and educational enrichment. These "action-research" would be undertaken by local agents responsible for the upkeep of a permanent inventory of adult needs, at the regional and local levels. The results of such surveys should determine the launching of pilot-projects, to be developed under the auspices of the INEA.

Another important task of the Institute will be to select and to help create local structures capable of initiating and developing adult education activities, among the decentralized government services, private or nationalized firms, religious organizations, non-profit societies, informal groups and, naturally, the Associations for Popular Education. Furthermore, the INEA will be in charge of the training of all the different adult education agents, and mainly those acting within the context of the PNAEBA: organizers/educators, managers of adult education projects, "animadores" or adult education leaders, etc. It will also be one of the main tasks of the future Institute to actively support the role of the popular associations as regards adult education, by granting subsidies, providing audio-visual materials, printing matter and other educational aids, and by organizing training seminars for their voluntary workers and other local cultural and educational leaders. In the more backward regions, still lacking the embryonic forms of collective organization for cultural and educational developments, the INEA will have to recruit potential local organizers, to train them and to give them all the necessary assistance to make them create the indispensable associations. Last but not least, the Institute will also be responsible for the setting-up of a national system of distance learning, by means of correspondence texts, radio and television programmes, which is designed to open wide access to the formal educational system for the adult population.

In order to pursue these important functions in the field of adult education, the INEA will enjoy an ample margin of administrative and financial autonomy. Financing will come mainly through the state budget, without excluding possible external sources, such as private donations or international aid. The INEA will be composed of six departments: for a/ administrative services, b/ training, with two different units: studies and research and training and pedagogical assistance, c/ design and production of edu-

cational aids, d/ distance learning, e/ audio-visual aids, f/ programming and planning.

The INEA should also be represented at regional and local levels by decentralized units, enjoying a certain degree of autonomy, with the assistance of advisory regional councils /including representatives from branches of government departments concerned, local authorities, grass-roots associations and other bodies with manifest interest in adult education.

1.6 Other Public Organizations Developing Adult Education Activities

If one adopts a wide meaning of adult education as including the whole gamut of social and cultural activities aiming at the amelioration of the quality of life of the adult population, a further reference will have to be made in this report to other bodies which, alongside the Ministry of Education and the Associations for Popular Education, organize a significant number of initiatives that directly or indirectly contribute to the educational development of underprivileged adult groups.

The Secretary of State for Culture supports a great number of local institutions which pursue cultural activities, and also directly manages a network of local cultural centres. At present, four of these centres have been established and three more are expected to open in the near future. Their main tasks are: cultural development among the local communities, artistic creation, the training of cultural organizers, organization of artistic events, support to cultural and recreational local groups, assistance to amateur theatre, support to local cultural initiatives, etc.

The FAOJ /Fund for Support to Youth Organizations/, a branch within the structure of the Ministry of Education, was put in charge of assisting youth organizations in the

pursuit of their leisure-time activities. Its main tasks are: to promote and co-ordinate the necessary assistance to youth movements, associations and other organizations; to train youth leaders and other managerial and technical staff, to create Youth Cultural Centres. At the district level, the FAOJ has now established regional delegations responsible for the implementation of its local activities and for acting as intermediaries between the central services and the grass-roots organizations. The Youth Cultural Centres, one in each district, are autonomous bodies, open to all young people and their associations, and receive regular financial aid from the FAOJ. Theatre, music, dance and folk culture are the most important activities thus promoted by the FAOJ, at the local and regional levels.

The Rural Community Halls /"Casas do Povo"/ are an heritage from the previous régime when they played the role of ideological "loudspeakers" of the official propaganda in the villages. In recent times, they have increasingly adopted relevant social, cultural and educational aims. The Central Commission of the Rural Community Halls is a branch within the Ministry for Social Affairs; it responds to the different requests from the local halls and starts initiatives likely to turn the "Casas do Povo" into effectual channels for the genuine expression of the local communities. Among such initiatives, the following should be underlined: a/ financial and technical support to the cultural role of the Community Halls in the fields of theatre, music, folk dance, cinema, visual arts, crafts, sport and other; b/ training of local leaders and "animadores" /agents for the cultural development of local communities/; c/ organization of specific events /the Day of the "Casas do Povo", the participation of the Community Halls in rural fairs and markets, etc/; d/ publication of the monthly *Rural People*.

In 1976, there were 1,139 "Casas do Povo" in Portugal, with 1,009,567 associates and, according to a survey based on the work of 800 of them, 439 organized sports activities,

352 had their own libraries and 158 organized film shows; other frequently mentioned activities were theatre /97/, folk dance and music /55/, choirs /33/, musical groups /24/, literacy /22/, co-operative education /18/, vocational training /15/ and the publication of a local newsletter /3/.

As regards educational initiatives catering for the adult population as a whole, or specific groups in particular, the most important ones are now taking place in the fields of health, family planning, environmental protection, rural extension, co-operative education and nutrition.

In 1978, there were 223 health centres that coped with a little more than half the estimated needs /the optimal number was then calculated as 400/. These centres develop their activities in two main directions: general initiatives to make the population more aware of health hazards and the preventive measures they should adopt, specific educational courses for individuals or groups requesting such services. One of the commonest initiatives taken by the health centres is the organization of sessions in local schools with the presence of the pupils and their families.

Since 1974, Portugal has witnessed a significant expansion of its co-operative movement; in 1978, some 4,000 were estimated to exist, covering a wide variety of structures and functions. Their distribution, however, is far from optimal, for Lisbon alone accounts for nearly 30% of their total number, while five other districts, on their whole, account for less than 7% /Bragança, Castelo Branco, Guarda, Viana do Castelo and Vila Real/. The rural co-operatives amounted to 36% of the total number. In December 1977, it was estimated that one in five Portuguese belonged to one or more co-operatives. It was only natural, therefore that in 1977 the Cooperative Institute /INSCOOP/ launched a National Programme for Co-operative Education for their associates, mainly based on short-term courses on accountancy, agricultural management, cooperative law and fiscal practices.

The National Commission for the Environment has developed several initiatives to train and to raise the awareness of the population as regards the necessary protection of their natural milieu. These activities usually take place in school buildings, for teachers and pupils alike, or in premises provided by local authorities, associations, firms, whenever there is a specific request for this type of non-formal educational work.

Rural extension is, in the words used by the Ministry of Agriculture and Fisheries, "a non-formal educational system which attempts to motivate and encourage rural populations towards a change of attitude as regards the process of their own development". The Directorate-General for Rural Extension has established a certain number of local teams whose main tasks are: a/ to transmit to the rural families the techniques and technologies that are necessary to agricultural development, b/ to assist the rural populations in the creation of associative structures for the pursuit of economic and vocational objectives, c/ to elaborate, in close collaboration with the rural populations, annual plans of activities and to evaluate their results.

2. THE SUB-SYSTEMS OF ADULT EDUCATION

As has been previously underlined, adult education as a structured area for governmental activity is relatively new in Portugal. Due to the long and deep tradition of local associations and co-operatives, the community-oriented sector of adult education - with a certain support from the public administration - was, after 1974, the first to make a real impact on the present image of Portuguese adult education. The other two sectors or sub-systems - formal /school/ adult education and qualification-oriented adult education - equally neglected in the past, are still lagging behind and today show very little originality. Nevertheless, there are at present signs that these sectors will soon receive deeper attention and, hopefully, wider material and human resources. It is not, indeed, too early for the Portuguese administration to take up the necessary measures to enable these adult education sub-systems to fulfil their irreplaceable role as regards the democratization of access to education and the equality of educational opportunity, on the one hand, and the modernization and more rational deployment of the Portuguese labour force, on the other.

2.1 The Formal Educational /Sub-/System of Adult Education

In a country like Portugal, where until very recently /1979/ compulsory school attendance was only four years, and where the levels of educational attainment are exceptionally low, it is not surprising to observe a strong demand by adolescents and adults alike for "second chance" education opportunities /which are, in fact, for a majority, nothing but a "first chance"/. Public evening courses, as well as private schools and private tutors, have been up to date the only facilities available for adults who seek to obtain official educational diplomas.

During the first year following the fall of the right-wing dictatorship, a working party was established at the Ministry of Education in order to study the feasibility of an Open University for the benefit of all adult learners and adopting distance learning techniques - correspondence courses, local tutors, radio and television programmes. The final report was produced in mid-1975, but the successive change of government and of Ministers of Education has never allowed implementation to begin. More recently, the National Institute for Distance Education was created - as a branch of the Ministry of Education devoted only to higher education, and there is a certain expectation to see its initiatives start, for the benefit of the minority of adults who already look for a second chance at the university level.

In the same vein, but covering the lower educational levels, another working party was set up, in 1976, and given the task of elaborating a comprehensive policy for adult formal education. At that time, the number of all those attending formal courses after normal schooling-age /known in Portugal as "trabalhadores-estudantes" i.e. worker-students/ was estimated at 90,000.

In spite of the many deadlocks encountered by such initiatives, some significant developments have recently occurred in this field, mainly in three different areas: a/ the recognition of a legal statute for the "worker-students"; b/ studies on the establishment of a specific syllabus and curricula for adults /adults being considered, for this purpose, as all those over school leaving age - which is 14 at present/; c/ pilot projects as regards preparatory and lower secondary education for adult learners.

The increasing interest demonstrated by the Ministry of Education towards the problem of "second-chance education" is revealed by the number of legal provisions and other measures adopted during the last four years: a/ Instruction No 21/1980 created a working party to study and to initiate experimental scheme on recurrent education;

b/ Instruction No 103/1982 created experimental courses "within the context of recurrent education", at the preparatory level for the benefit of employed adults; c/ elaboration of a document entitled "General Guidelines of a Policy of Recurrent Education for the Benefit of the Adult Population"; d/ elaboration of a draft decree that, by adopting innovatory "de-schooling" practices at the level of adult preparatory education, would give continuity to the policy initiated with the above mentioned Decree No 419/1976; e/ agreement between the DGEA and the EPAL /Lisbon Water Supplies Company/ for the launching of an experimental scheme of recurrent education, as part of the training policy of this nationalized company; f/ approval of the new curricula on Portuguese, mathematics, contemporary world, English and French, for adult learners enrolled in preparatory education courses; g/ Act No 26/1981, on the status of the worker-student; to mention but the most significant ones.

In July 1981, the worker-students have finally obtained legal recognition of their situation and a certain number of rights were thus consolidated. One should not, however, forget that even before the publication of this Act, there were already many collective agreements which provide various forms of protection to the legitimate demands expressed by the employed adult learners. Act No 26/1981 defines the "worker-students" as "all workers and employees in a public or private institution who attend any level of the official educational system or its equivalent". Article 3 stipulates that companies and other employers shall elaborate specific working schedules for the worker-students, with the necessary flexibility to enable them to attend classes and to travel to their educational establishments. In cases where such a flexible work-schedule is not possible, the worker-student shall be given leave of absence, without loss of remuneration or any other acquired benefits. This remunerated leave of absence can be used at once or by fractions, and its length varies with the number of weekly

work hours /up to 36 - 4 hours/ leave of absence, 36 to 39 - 5 hours, over 39 - 6 hours/. The worker-student shall also be given preference for working posts in which time-schedules are flexibly organized, and whenever possible they should be exempted of shift work. For taking up examinations, the worker-students also have the right to paid leave of absence, which amounts to 4 days per subject-matter /2 days for written tests and the same for oral examinations/. Employers are also requested by law to allow their workers who attend educational courses to fix their holidays in accordance with their particular circumstances. In order to preserve the above-mentioned benefits, every worker-student has to produce evidence of regular class-attendance and of final successful results in, at least, half of the subjects he was enrolled for.

Employers are not bound to recognize the educational progression of their worker-students through occupational promotions or wage increases, but should nevertheless give them preference, if all other conditions are equal, in case of internal mobility. The Ministry of Education has also concentrated its attention on the reorganizing of the methods and contents of formal adult education and, more or less simultaneously, two different projects have been elaborated: one by the DGEA, for the preparatory educational level /5th and 6th grades/, and the other by the Directorate-General for Secondary Education, for the 7th to 12th grades.

The DGEA's project starts by defining the following general objectives to a comprehensive system of recurrent education: a/ definition of a lifelong education strategy which should enable every adult, at whatever level of educational attainment, to seek social and personal advancement throughout his/her life and also to receive official recognition of his/her actual knowledge, no matter the way in which it was acquired; b/ recognition of non-formal education and other sources of learning, with a view to better integration among school, work and community;

c/ establishment of an educational sub-system which is pedagogically appropriate to the Portuguese adult learners, based on a wide recognition of "knowledge", "know-how" and "learning to learn" and so flexible as to give adequate responses to the different paces of learning of individual adults and, at the same time, to respect the personal, social and cultural characteristics of all participants.

For DGEA's officials, the adoption of the general objectives listed above will bring about the following policies: a/ recognition of the vocational dimension of adult education; b/ acceptance and certification of alternative forms of knowledge, acquired by adults outside school or work experiences; c/ establishment of a new educational system better adjusted to the adult learner's characteristics, as regards curricula, contents, evaluation methods, educational aids and time-tables; d/ adoption of a system of "accumulative units" or "educational credits", in order to let develop individualized /"tailor-made"/ learning processes, geared to the interests, needs and time availability of each adult learner; e/ adequacy of the curricula and their educational components to the dominant characteristics of adults, namely, social and occupational motivations, educational and cultural expectations and the socio-cultural specificity of their own region; f/ encouragement, in all adults, of reading habits and of a positive attitude to constantly seeking new knowledge /"learning to learn"/ in order to make them apt to the furthering of their studies and to vertical or horizontal occupational mobility.

After listing the general objectives and strategic lines, the DGEA document presents the new curricula for adult preparatory education, which include two sections: a compulsory one /Portuguese, mathematics and contemporary world/ and an optional one, with a vocational orientation. English or French are included among the latter, and all those wishing to pursue formal education will have to choose one of these languages. The syllabus for the adult

5th and 6th grades is not designed in terms of programmed contents, but rather as a function of educational objectives and aptitudes to be attained by the learner. Evaluation is a continuous process and the progression from one "credit unit" to another will be under the control of the "pedagogical team" and based on test results and works submitted by the adult learner. This "pedagogical team" is composed of all adult educators, the "educational counsellor" and the DGEA experts responsible for the conception of this experimental scheme.

Similarly to the stipulation by Decree No 419/1976, as regards the previous 4th-grade examination, the individual work-file of the adult learner is considered an indispensable item for the evaluation process. This work-file is to include: a/ tests and initial assessments made at the time of admission interview and enrolment, b/ the "learning contract" between the adult learner and the "educational counsellor", defining the individual educational itinerary, which is subject to revision every three months; c/ all the works produced by the adult /individually or in group/ and the corresponding markings. Once the adult learner has demonstrated sufficient aptitudes, in accordance with the educational objectives set for the three compulsory subject-matters and one optional, a certificate is awarded - equivalent, in all respects, to the official diploma corresponding to the completion of preparatory education /or the 6th grade, which is at present the last year of compulsory education in Portugal./

Premises for these experimental schemes for adult preparatory education are to be found in schools, the Associations for Popular Education, Community Halls /"Casas do Povo"/, and other facilities provided by private and nationalized companies, public services, etc. Wherever an experimental scheme of this type takes place, a Resource Centre should be organized, under the supervision of the "educational counsellor" and with the following tasks: a/ the reception of adult candidates; b/ the organization

of individual interviews and the elaboration of the "learning contracts"; c/ the guidance and the tutoring of adults, outside formal educational hours; d/ the provision of a library; e/ the keeping of the individual work-files; f/ the general management of the experiment.

A group of adult learners shall not have more than 20 members. Time-tables and weekly hours for formal education activities will be determined, in each case, among educators and adult learners and shall be available during the whole year; to make it possible, the adult educators who participate in this scheme will have to enjoy their vacation on a rota basis.

Finally, the DGEA is responsible for the training of the educators and the counsellors, and each project will be the object of a special agreement between the host-institution and the DGEA.

Preparatory education is not the only level of the Portuguese educational system caring for adults. Evening courses also exist at the general secondary education /7th-9th/, complementary secondary education /10th-12th/ and technical levels - and are open to all people over 18 years of age. Universities can also admit adults over 25, after a special entry examination, but the numbers of "mature" students admitted in this way are not very significant. Furthermore, most of these courses for adult learners are not designed according to their specific situation, but are very similar to, if not identical with those attended by younger day-time pupils and students who have never broken the continuity of their educational career.

Another recent and promising venture against this tendency of merely automatic "extension" is the project elaborated by the Directorate-General for Secondary Education for the reorganization of their evening courses. The main proposal put forward by the working party which appreciated this problem is the establishment of a specific adult course, with 3 years for general education, 2 to 3 years

for complementary, more specialized secondary education, and a final year with two possible options /pre-university syllabus or work-oriented education/. Although designed so as to satisfy the specific needs of adults, these evening courses should lead to diplomas equivalent in all respects to the day-time study certificates. Apart from common compulsory curricula, adult learners could simultaneously attend optional, work-oriented courses based on "pedagogical units" or "modules". These module-structured courses are intended to cover the wide gamut of personal motivations, cultural interests and occupational needs of the adult learners. The project suggests the following curricula core for the three years of general secondary education: communication - oral and written expression, pure and natural sciences, graphic communication and expression, social sciences, and one optional topic. At this stage, the options presented are introduction to technology, introduction to economic activity, and introduction to visual arts. Short courses on themes of regional and local interest can also be organized by each educational establishment associated to this scheme. Although, in this project, the duration of adult secondary education has not been shortened in years, the weekly number of evening hours would be reduced /20/ compared with the normal 30 hours of day-time tuition.

Temptative as these projects may be, they nevertheless reveal an undeniable coherence and continuity of the Portuguese administration as regards the implementation of a parallel, but equivalent, formal educational system for adults. The gradual development of such a system seems, in fact, the only way to repair the historical injustice incurred by the previous obscurantist régime upon the adult population of the country.

2.2 The Qualification-oriented /Sub-/System of Adult Education

It is a rather puzzling job to try to analyse the present system of adult vocational education and training, given, on the one hand, the rapid evolution of the situation since 1974 and, on the other, the lack of documentation and statistics. It is very surprising, and revealing the relative underdevelopment of this sector, to find out that a comprehensive inventory of vocational training practices and institutions has never been attempted in Portugal.

Paradoxically, the potential demand for this type of adult education is of huge proportions in Portugal, due to the near non-existence of initial technical education courses and to a combination of two other phenomena: the inherited low levels of educational qualifications among the adult population and the present high rates of "drop-outs" among young people of school-age.

To sum up the situation, one can say that adult vocational education is still very far from satisfying the real needs of the country and should, therefore, become a priority area for governmental intervention. Where it exists, it mostly relies on initiatives taken by large companies, multinationals and nationalized industries. Apprenticeship scheme, refreshment and re-training courses are the commonest types of provision, which is naturally oriented towards the satisfaction of each the specific and immediate requirements of every company. Vocationally oriented adult education is still lacking in Portugal the necessary legal measures that will define the rights and duties of all parties involved: the workers, the employers, the state, the educational establishment, the voluntary agents, ... The Portuguese Industrial Association /AIP/ has developed a comprehensive training scheme, catering for executive staff, at the different levels of management, and for foremen. The number of training hours provided by the

AIP rose from 1,156 in 1977 to 3,467 in 1978, and is still on the upwards, but the impact on the development of the Portuguese economy is still rather negligible, on the whole. Banks and insurance companies have also largely developed training facilities for their own employees, but in the other tertiary sectors and in commerce, vocational adult education is of no significant proportions, if it exists at all.

As regards the public administration, two preliminary notices: firstly, the absence of co-ordination between the Ministry of Education and the Ministry of Labour to organize vocationally-oriented adult education; secondly, the derisory funds invested in these activities in comparison with the enormous needs. The Ministry of Education moreover does not award any vocational education certificates, either for initial or continuing education, apart from the few timid measures which were recently adopted for the re-organization of the evening courses.

An interesting experiment that could represent the counteraction to the scholastic recent policies has tried to combine educational activities and work experience within companies. Although this scheme is only intended for 14 and 15 year-olds, it seems significant enough to deserve a short mention. In this scheme, jointly run by the Ministries of Education and Labour, adolescents of 14 and 15 years of age, after completion of the 6th grade, can take up three years of further, specialized education. If they are successful, under a process of continuous assessment, they will be simultaneously awarded a diploma of general secondary education /9th grade/ and a certificate of technical proficiency. The whole of the three-year course takes place within a company, but a contract is signed and after the end of the course both the company and the adolescent are free from any legal bounds. During the period of education/apprenticeship, the young learner receives a "training allowance" and shall never be associated with any productive activity inside the company.

General education subjects /16 hours a week/ are in Portuguese, English, geography, history, mathematics, physics and chemistry, and physical education; they are under the responsibility of teachers appointed by the Ministry of Education, who use the premises provided by the associated companies. The subjects related to the technical part of this scheme /24 hours a week/ are drawing, technology and workshops, and come under the supervision of company instructors. The vocational aspects of the course are common to all during the first year, but the following year, the adolescent is guided, according to his/her demonstrated abilities, to a more specialized trade, at the training centre of the company. During the 3rd and final year, periods at the training centre /general and vocational education/ and periods of practice and observation at the shopfloor alternate.

This scheme began in 1980/81, with 160 participants and 4 nationalized companies in Lisbon and Setubal. In 1981/82, there were 5 public companies and 3 private firms associated with the scheme; 248 adolescents were attending the 1st year, and 116 the 2nd year. At present, the only vocational qualifications covered by the experimental scheme are those connected with metallurgy and electricity.

The Ministry of Labour has been organizing vocational training activities since 1964. Its main tasks in this field are: a/ vocational training of adults, as regards initial qualifications, promotions and retraining; b/ vocational training of employed workers, in collaboration with their firms; c/ retraining of partially handicapped workers; d/ out-of-school courses for vocational qualification of adolescents; e/ training of instructors and technicians employed in vocational training programmes. The Ministry of Labour has a Directorate responsible for vocational training, but its activities appear to have been blocked by various sorts of ideological, financial and bureaucratic hindrances. As a consequence, and in spite of the considerable increase of unemployment in recent years, the number of adults

attending accelerated vocational training courses - which amounted to 2,066 in 1973 - was, in 1979, a mere 1,100. There are at present 11 training centres, directly controlled by the Ministry of Labour and coping with some of the needs of the industrial sector /32 qualifications, mostly in metallurgy, electricity and building/. They employ 28 instructors and 78 industrial tutors and have a capacity for 2,300 adult trainees. Courses last an average of six months and the participants receive a daily allowance. To be admitted to the first-level courses, candidates have to be literate, but at the second level a certificate of the 9th grade or equivalent is required.

Apart from the vocational education activities directly controlled and financed by the Ministry of Labour, there are other initiatives taken in collaboration with other institutions, mostly professional associations and firms. The Joint Centres /"Centros Protocolares"/ are the result of multi-lateral agreements, signed by the Ministry of Labour, employers' organizations, trade unions and, in some instances, local authorities. In 1978, six such Centres were training adult workers for the timber, shoemaking, textile, bread-making and confectionery industries and also for the railway services.

The Ministry of Agriculture and Fisheries, apart from the activities of Rural Extension already mentioned in an earlier part of this report, organize activities aiming at: a/ training farmers and labourers in the use of agricultural techniques and appropriate implements; b/ training farmers and labourers in management and accountancy; c/ training instructors; d/ initiating young people to rural work. In 1978, there were 4 training centres /and 6 more under project/ and 37 mobile training teams. These centres and teams had a training capacity for about 3,500 participants a year. Special courses in silviculture and the fishing industries are also organized by the same Ministry, the former with an average capacity of 840 a year and the latter of just 100/. Other government departments organize training activities

for their own civil servants, for specific social groups and for workers and employees of the economic sectors under their supervision /Armed Forces, Home Office, Health, Social Affairs, etc/.

More recently, the creation of a National Institute for Employment and Vocational Education and its project to open 24 regional training centres seem to reveal a new turn of mind by the Portuguese authorities. There are, at last, unequivocal signs that a political will does exist to tackle this serious problem and to take the necessary steps to better qualify and to modernize the country's labour force - a vital and urgent issue in view of the expected integration of Portugal in the Economic European Community as of 1984/1985.

2.3 Community-based Adult Education

From what has been said above, it is easy to infer that, out of the three adult education sub-systems, the community-based sector was in Portugal the one where by far the greatest enthusiasm and creativity were revealed, giving rise to a large number of original practices and structures: firstly, in the field of non-formal adult education alone, but increasingly trespassing over the conventional educational system.

A great deal has already been written in the present report about popular education, which depends on the work carried out by a whole gamut of institutions - from the small, ephemeral informal group to the century-old cultural association of the nation-wide well-structured non-governmental organization. In 1977, a survey was undertaken by the DGEA /then still called DGEP/ on non-formal adult education providers, and 707 associations were then contacted. About half of them were organizing literacy courses and 51 popular culture and adult activities, but their scope of action was much wider: sports /398/, music /190/, theatre /178/, choirs

/135/, ballroom /123/, film shows /86/, newsletters /49/, organization of holidays /37/, or folk dances /21/. The associations which answered this item on the DGEA's questionnaire, gave the following date of creation: 1830-1900 /91/, 1901-1925 /119/, 1926-1950 /200/, 1951-1975 /241/.

It is not a very risky guess to say that there is, on average, one popular association for each of the 4,000 Portuguese parishes. The actual number is certainly higher, given the fact that in urban areas parishes are more populated and associations tend to become more specialized.

The period from 1974 to 1976 was, indeed, a historical one in the country's life, and it represents a distinctive mark as regards the nature and the principal objectives of the popular associations. Since around 1930, associations were formed around the country, either to counteract the cultural isolation of many rural regions or the social discrimination suffered by the urban proletarian class: they mainly pursued cultural and sport activities, as well as mutual aid aims. After 1974, however, the objectives adopted by the innumerable local associations then created were predominantly social and economic /residents' and tenants' associations, workers' committees, industrial, agricultural and consumers' co-operatives, trade union branches, village assemblies, theatre groups, co-operatives for cultural development, youth clubs, community halls, youth workshops, cultural centres, etc/.

Certain associations, such as the Social Centres and the Community Halls /"Casas do Povo"/, have now been officially recognized as being of "public interest", and this confers on them some important privileges: apart from fiscal franchises, it gives them the guarantee of state financing on a regular, monthly basis /while the others have to rely of a potential subsidy, which always takes the form of a lump-sum/. One of the present claims of the Associations for Popular Education is to obtain the same "public utility" status and to secure that the public grants take the form

of an annual provision, legally regulated according to objective criteria, and to stop being more or less arbitrary, administrative decisions.

The Association for Popular Education, as it was said before at some length, were legally recognized in 1976. They are organizations created by popular initiative, entirely independent of the public powers, political posers or religious movements, whose central objective is to lead the adult citizens to an increasing participation in the cultural dimensions of social life, by means of study, surveys and monographs, courses, seminars, exhibitions, etc. In 1978, the Centre for Support to Grass-Roots Organizations /CAOB/ published a survey of these associations, under the auspices of UNESCO. There, 302 were repertoried and 208 actually answered the corresponding questionnaire: they were located in the following districts:

Viana do Castelo	10
Braga	7
Vila Real	10
Bragança	2
Porto	37
Aveiro	20
Viseu	5
Guarda	2
Coimbra	12
Castelo Branco	10
Leiria	8
Santarém	10
Portalegre	10
Lisbon	92
Evora	9
Setubal	37
Beja	15
Faro	6

More than half were in fact in the three main urban areas of the country /Lisbon, Porto and Setubal/, but it was

encouraging to find out that even the most backward, remote rural areas were already represented in this organized movement for popular education.

The CAOB, responsible for the above-mentioned survey, existed between 1975 and 1979, and was a non-governmental organization that tried to give assistance to local groups, in the form of training seminars and some material aid /mainly printed and audio-visual material/. In collaboration with the APAC /the Portuguese Association of Cultural Workers, now also extinct/, two national encounters of popular associations were organized in 1976 and 1977, and three regional meetings during 1978. The enormous value of such meetings, where local associations can exchange practical information and compare practices and objectives, is evident. However, their main implicit target, that of laying the foundation-stone of a national federation or, at least, of some permanent secretariat, was never accomplished. The world of non-formal adult education, based on community development work, is still today dispersed over multiple, small units with very little inter-communication and no coordination. Perhaps, the most valuable instrument that we can find today in Portugal, in order to bring together the work of the hundreds of educational and cultural associations, is the monthly DGEA's magazine, *Viva Vos*, widely and freely distributed among the groups of adult learners.

Two other national, non-governmental organizations are still today very active in the training of trade-unionists and of urban employees and workers: the Centre for Workers' Culture /CCO/ - now, the educational branch of BASE-United Workers' Front, and the Workers' Association for Culture and Development /LABOR/. They were a joint organization since their creation in 1963, managing to carry out their educational and cultural work under the coverage of the Workers' Catholic Action. After 1974, however, the two movements split for ideological reasons, but even today

their methods and contents do not differ very widely. Trade-unionism, local administration and local power, forms of self-management, workers' rights, collective agreements, cooperatives, unemployment, energy, ecology, emigration, prostitution-drugs-violence, housing, youth, as well as adult education and literacy, are the main topics covered by the initiatives /seminars, documentation, regular magazine, short-courses and audio-visual productions/ of these two non-governmental organizations for workers' education. Their role is of outmost importance in this field, given the embryonic state of Portuguese trade unions, still assailed by huge organizational problems that make impossible any attempts to intervene in the areas of adult education, apart from some training courses for trade unions officials and representatives. The CCO has recently acquired a building in a rural area, near Coimbra, where it intends to create a training/educational centre following the pattern of the North-European Folk High Schools.

Finally, in the domain of national non-governmental adult education organizations, a mention should be made of the recently-created APCEP, the Portuguese Association for Culture and Lifelong Education. It was founded in 1982 in order to proliferate the principles and practices of lifelong education among two main strata of educational agents: teachers, researchers and administrators of the conventional educational system, but also the local organizers of non-formal adult education activities. The APCEP is an institution that seeks the "establishment of a cultural democracy in Portugal" and pursues, for that purpose, following objectives: a/ disseminate the principles and practices of lifelong education and of cultural development; b/ encourage the public debate of educational and cultural issues; c/ help to raise the educational and cultural levels of the unprivileged social classes; d/ foster democratic and civic attitudes; e/ build up a closer relation among education, culture and economic reality; f/ reinforce the work of individuals, groups and associations on behalf of popular

education, lifelong education and cultural development; g/ collaborate with public and private bodies for the protection of the environmental, architectural and archeological heritage and for the rehabilitation of communal ways of life; h/ provide certain services to the community, namely, training courses, specific studies on educational and cultural development and production of educational aids; i/ assist in the development of non-formal education, in particular, as regards social and cultural development programmes initiated by local authorities; j/ act as a pressure group for the wide recognition of the tenets and the basic measures of educational and cultural development.

Apart from its regular publication, the APCEP intends to prepare and to publish a handbook containing useful information for the Associations for Popular Education and, later, a directory of all these associations in Portugal. During its initial stages, the APCEP has mainly concentrated on the organization of public debates on educational issues, with a special reference to adult education.

We shall now turn to the state activities in the field of community-based adult education. Apart from the various forms of support provided by different government departments to the local associations, which were already dealt with at some length, there has been a recent development initiated by the DGEA in the wake of the National Plan for Literacy and Basic Adult Education /PNAEBA/ - the "integrated regional programmes". The launching of such programmes constitutes one of the seven priorities of the PNAEBA and, in its own words, "the materialization of the desired convergence of educational, cultural, social and economic objectives". The overall development strategy in Portugal gives today a dominant role to economic decentralization and local initiatives. At the local level, adult education is expected to act as a powerful instrument for a better understanding of the social and natural environment and for fostering active and creative attitudes among the

communities. The combination of economic and adult education projects, within a given territory, is expected to generate new activities and new occupations, not only in the traditional sectors, but also by creating new social functions. In this process of rural modernization, the expectation is also high as regards the influential role to be played by the gradual return of migrant workers from the industrialized European countries.

The final report on the PNAEBA, submitted by the 4th Constitutional Government to the Parliament in 1979, considered as one of the fundamental objectives of the National Plan, "the permanent satisfaction of basic needs, as regards formal and non-formal adult education, through the gradual establishment of a nation-wide but regionalized system, able to ensure the mobilization and participation of the local populations, to coordinate the deployment of all available educational resources and to represent the embryo of the Portuguese system of lifelong education."

With such purpose in view, the PNAEBA recommended the implementation of integrated regional programmes, pursuing the following aims: a/ to act, in priority, in the least favoured regions and constantly to combine research work and practical activities; b/ gradually to develop basic adult education, in collaboration with the various public services locally present, the local authorities and other active groups and institutions of the neighbourhood, in order to optimize the use of local resources and to guarantee that decision-making powers remain at the local and regional levels; c/ to represent a sound start of a modern comprehensive adult education system, within the context of lifelong education.

The first of these projects to be initiated, under the DGEA's initiative, was located in a very deprived rural area, Mogadouro, in the Bragança district. In February 1980, a protocol of collaboration was signed, for the duration of two years, among the DGEA, the local authority and the local

popular association, in the following terms: 1. The three signatories undertake the commitment of developing, in the area of Mogadouro, an experimental project for literacy and basic adult education. 2. The three signatories undertake the commitment of pursuing the following objectives, within the framework of the PNAEBA and with due respect for the principles of integrated local development: a/ to rationalize the distribution and deployment of locally available resources; b/ to help coordinate the various social, economic and cultural activities, at the local level; c/ to analyse the determinant causes of the most serious problems faced by the local communities; d/ to guarantee the participation of local authorities, cultural associations and other grass-roots organizations, as well as local public services, during the successive stages of the project, and to adopt a non-hierarchical structure; e/ to seek the effective social development of the area, based on the active participation of the population concerned; f/ to attain the largest possible social benefits for the local population, by means of an associated effort of central and local financing; g/ to encourage decision-making at the local level, and to confine the public central and regional services to a mere organizational and technical role.

The project suggests the progressive co-option of the following structures, at the local and district levels: a/ local authorities, b/ branches of government departments /Social Affairs, Health, Employment, Culture, Education, Agriculture, Commerce, Industry, Tourism, etc/, c/ the organized bodies representative of the local population /cultural associations, associations of small middle-sized firms, small farmers' associations, commercial associations, co-operatives, trade-unions, etc/. The actual participation of these bodies is formalized in the composition and the work of the different decision-making tiers of the project: a/ the advisory local board, b/ the local technical committee, with most executive functions and c/ the regional and central commissions, staffed by DGEA officials, in

their majority, with the task of a "resource centre". The DGEA is, nevertheless, responsible for all financial aspects relating to the salaries of permanent local organizers, grants to active agents, subsidies to associations and most current expenditure. The local authority is required to provide adequate buildings for the project, transport facilities and clerical work, while the local cultural centre is bound to concentrate the most of their members' voluntary work on the pursuit of the project.

In July 1980, the first progress-report elaborated by the DGEA showed the following results:

	initiatives	villages concerned	participants
literacy and basic AE /4th grade/	18	14	173
preparatory education /5th and 6th/	2	2	30
reading increment	7	7	430
film shows	32	16	n a
theatre shows	2	2	n a
health	18	16	4,600
anthropology studies, collections of popular culture, etc	56	56	17,000
construction of local centres	1	all	all
production of slides	1	all	all

In 1980, the team locally active in pursuit of the project included 2 permanent organizers, 12 teachers on secondment and 15 grant-holders. Three officials from central and regional public services also regularly supported the project.

Mogadouro was later visited by a group of experts sent by the Council of Europe and, during 1981, the programme was evaluated by the French specialized agency ADEP /Agence Nationale pour le Developpement de l'Education Permanente/ in a report commissioned by the EEC. The success of the project at the local level proved significant enough to

motivate the other local authorities of the Bragança district, and the outcome is that it has now become a regional programme for integrated development and adult education.

A second "integrated regional programme" had also been approved by the DGEA for the Braga district, which was from its beginnings conceived as an action-research project: with the objective of assessing the real educational needs of the adult population on the basis of preliminary studies of anthropological nature and of local practical initiatives. This programme was founded on a tripartite structure: the central team, at the DGEA, with a dual task of administrative co-ordination and centralized research, the local multi-departmental working party representing the institutions concerned /DGEA's regional co-ordinator, University of Minho, Ministries of Agriculture, of Social Affairs, of Labour, etc, Secretary of State for Culture, the Regional Federation of Community Halls, local authorities, cultural associations, and so forth/ and, finally, the 35 teachers on secondment acting in as many villages of the Braga district.

After the choice of the village and the selection of the teachers willing to participate in this scheme, the DGEA has organized intensive training seminars, in order to prepare them for immediate field-work. These teachers, who after the preliminary training received regular visits by the research team, were required simultaneously to organize literacy and adult education activities /wherever a demand arose/ and to collect all useful anthropological, sociological, historical, etc, information and transmit it to the central team in the form of regular reports. Based on such information, the research team should define the objective educational and cultural needs of the local populations as well as the most adequate methods to introduce adult education in the rural communities of the district.

The field-workers /teachers, grant-holders and voluntary agents/ when trying to give appropriate response to the adults' demands, have developed - since the start of the programme in 1981 - most diverse activities: obviously, literacy and basic or preparatory adult education, but also vocational training, crafts workshops, local museums, local libraries, exhibitions, cine-clubs, newsletters and local press, cultural tours, audio-visual aids, sewing courses, theatre, music, public debates, etc. Adult education activity which has revealed all its potential as a most enriching educational process in the field of community-based adult education was the collective construction of cultural centres and other material facilities /nurseries, old people's halls, pre-fabricated meeting places, etc/.

The third integrated programme which was recently conceived and financed by the DGEA started, later in 1980, in the slum areas of Lisbon. Cultural associations, local authorities and multi-departmental commissions are also the main structures associated with the project, and the adult education agents are again teachers on secondment, grant-holders and voluntary workers. However, as it is taking place in an urban area, such programme reveals a certain specificity, showing for instance a stronger emphasis on vocational training for unemployed adolescents.

II. THE PERSONNEL IN ADULT EDUCATION

1.1 Managerial and Organizational Workers

At the central level, it is the DGEA - within the Ministry of Education - which concentrates all managerial and organizational functions concerning adult education matters. These functions are carried out by civil servants, with no different qualifications and work conditions than their colleagues in other Directorates-General. In Portugal, there is no specific educational institution to qualify for government service in specialized areas, and there is no higher education courses on adult education planning or administration.

The project for the creation of the National Institute for Adult Education should provide the answer to the present non-existence of initial and continuing training facilities for managerial and organizational adult education workers, for central, regional or local activities. The problem represented by the lack of qualified, specialized staff has become today even more acute, given the ministerial expressed intentions of decentralizing the existing adult education structures, by creating district and regional coordinating agencies.

1.2 Pedagogical Personnel

What has just been said as regards managerial and organizational workers also applies to educational agents. There is at present no permanent and specific courses in adult education teachers' training colleges or in higher education institutions. With the co-operation of the Swedish government, a certain number of training activities were organized, most of them at the Minho University in Braga. They have not yet made a lasting effect, and most of adult

education training for educational workers that exists today in Portugal is still restricted to the short-term seminars organized by the DGEA for teachers on secondment, as well as for grant-holders and voluntary agents. The DGEA has recently started to publish a periodical magazine *FORMA*, which deals exclusively with "andragogical" issues, and is thus intended to reinforce its efforts to specialize more people in this area.

In previous pages we have considered the situation of grant-holders and their work conditions, and there is no reason to go over this subject again. However, as regards the way in which professional teachers can temporarily enter the field of adult education, a mention should be made of the legal procedure known as "administrative detachment" or "secondment". Under this scheme, teachers from primary /1st to 4th grade/, basic /1st to 6th grade/ and secondary /7th to 12th grade/ education can be transferred, if they wish, to adult education activities, for the period of one year - renewable. This procedure, which makes possible the alternation of teachers between school and out-of-school activities and between a young and an adult public, was regulated in 1978 by the Ministry of Education /Decree No 196/1978/.

In order to benefit from this arrangement, teachers will have to show their willingness to become involved in one or more of the following tasks: a/ to collaborate with the central or regional services of the DGEA, as regards the coordination of, and technical/pedagogical assistance to, adult activities /training courses, tutoring, evaluation and production of educational aids, etc/; b/ to locally organize basic adult education courses, according to Decree No 419 of July 13, 1976; c/ to prepare a social, economic and cultural monograph on a given region, sub-region or local territory; d/ to prepare a survey on the quantitative and qualitative aspects of illiteracy in a certain area; e/ to elaborate other monographs of local and regional interest that may be of some benefit to the attainment of

adult education activities, through written, sound and visual recordings; g/ to collect and to register /by writing, by sound or visual media/ valuable documents representative of the local cultural heritage; h/ to stimulate the creation and the reinforcement of local associations, having in view the establishment of a permanent climate of cultural development; i/ to organize other activities in the field of adult education, and among others, the creation, management and "animation" of popular libraries, the organization and "animation" of study circles on topics of common interest, the organization of listeners' and viewers' groups for radio and television educational programmes.

If, in a given year, the number of teachers willing to undertake this scheme exceeds the quota stated by the Ministry of Education, preference is given to those who are well integrated in a deprived community and those who have previous experience or training in adult education matters. Apart from the teachers themselves, the following bodies can propose to the DGEA the creation of adult education initiatives to be staffed by teachers on secondment: local authorities, associations for popular education and other cultural and recreational groups, public or private firms, trade unions, government services /particularly, those concerned with social welfare, custodial system and the armed forces/, and Community Halls /"Casas do Povo"/.

III. THE THEORY AND RESEARCH ON ADULT EDUCATION

As was said in the Preface, and has been revealed all along the present report, the world of organized adult education is much too recent in Portugal /less than 10 years old, in fact/ to have allowed the development of a systematic theory. Present practices show some distinctive characteristics, mainly the concern with the specificity of the adult learner and the constant search for an active participation of individuals and groups, that could certainly produce, in due time, theoretical works of significant value to adult education in general. At present, however, programmes and legal measures that began some three or five years ago cannot be considered only as promising experiments or interesting test-cases.

Such experiments have already had, among other merits, the effect of revealing or producing very rich documentation on many areas of adult education /grant-holders' and teachers' reports, adult learners' dossiers or work-files, associations' annual plans, preparatory reports for the PNAEBA and for the integrated regional programmes, studies on methods, contents and forms of assessment, reading and audio-visual aids for adult learners, etc/.

Among many possible examples of the DGEA's work geared to present or future research, we quote below the guide on field-work whereby every adult education agent can better understand the immediate social environment:

1. Geographical factors
 - 1.1 Geographical situation
 - 1.2 Climate
2. Demographic factors
 - 2.1 Population
 - 2.2 Density of population
 - 2.3 Type of settlements
 - 2.4 Migratory phenomena: causes and effects

- 2.4.1 Emigration
- 2.4.2 Immigration
- 3. Relations between the community and the region
 - 3.1 Distance and accessibility to other communities
 - 3.2 Industrialization and urbanization
 - 3.3 Information and communication channels
- 4. Community economy
 - 4.1 Main activities
 - 4.1.1 Primary sector
 - 4.1.2 Secondary sector
 - 4.1.3 Tertiary sector
 - 4.2 Factors of production
 - 4.2.1 Means of production
 - 4.2.2 Relations of production /the ownership of means of production - private, state, joint, foreign, collective/
 - 4.3 Outlets for production
 - 4.3.1 Networks and circuits
 - 4.3.2 Commercialization /fairs, markets, shops, etc/
 - 4.3.3 Consumption
- 5. Daily life and social organization
 - 5.1 Work
 - 5.1.1 Social division of labour /men, women, adolescents/
 - 5.1.2 Works hours
 - 5.1.3 Conditions
 - 5.1.4 Nature /daily, seasonal, by contract, etc/
 - 5.1.5 Organization
 - 5.1.6 Remuneration
 - 5.1.7 Unemployment and semi-employment
 - 5.2 Leisure
 - 5.2.1 Activities
 - 5.2.2 Facilities
 - 5.2.3 When and why?
 - 5.3 Culture
 - 5.3.1 Forms of transmission

- 5.3.2 Crafts /techniques/
- 5.3.3 Dances, music and songs
- 5.3.4 Poetry, oral history and legends
- 5.3.5 Visual arts
- 5.3.6 Drama
- 5.4 Education
 - 5.4.1 of young people
 - 5.4.2 of adults
 - 5.4.3 Access to education
 - 5.4.4 Schooling levels
 - 5.4.5 Illiteracy rates
 - 5.4.6 Schools and teachers
 - 5.4.7 Libraries
- 5.5 Health
 - 5.5.1 Hygiene
 - 5.5.2 Diet habits
 - 5.5.3 Social welfare /hospitals, pharmacies, medical staff, health centres, etc/
- 5.6 Family
 - 5.6.1 Relations man/woman
 - 5.6.2 Family planning
 - 5.6.3 Income
- 5.7 Housing
 - 5.7.1 Types
 - 5.7.2 Average service life
 - 5.7.3 Conditions
- 5.8 Infra-structures
 - 5.8.1 Basic sanitation
 - 5.8.2 Social equipment
- 5.9 Local institutions and their activities
 - 5.9.1 State /civil, military and para-military authorities, local government powers, cultural centres, community halls, etc/
 - 5.9.2 Private
 - 5.9.3 Religious
 - 5.9.4 Popular /trade unions, co-operatives, commissions, associations, groups, etc/

6. Motivation as regards literacy activities
7. Where public opinion is formed and how
8. Institutions and individuals willing to support and to collaborate in literacy and adult education activities.

The above is only one example among many that could be presented to indicate the wealth of information that exists today in the DGEA. As mentioned before, special grants are also awarded by the DGEA to individuals, groups and institutions willing to undertake research work on adult education. The "raw material" does exist, and we can expect that either the planned National Institute for Adult Education or university departments determined to initiate regular work on this field very soon take decisive steps to advance the state of the adult education theory in Portugal.

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